DOCUMENT RESUME

ED 120 841 95 CE 006 691

AUTHOR Sjogren, Douglas; Jacobson, Larry
TITLE Effective ABE Programming: Nine Case Studies.
INSTITUTION Colorado State Univ., Ft. Collins.
SPONS AGENCY Bureau of Occupational and Adult Education (DHEW/OE), Washington, D.C.
BUREAU NO V0063VA
PUB DATE Jan 76
GRANT OEG-0-74-1817
NOTE 81p.

EDRS PRICE MF-$0.83 HC-$4.67 Plus Postage
DESCRIPTORS *Adult Basic Education; Adult Education Programs; *Adult Programs; Demonstration Programs; Disadvantaged Groups; Ethnic Groups; *Industry; *Manpower Development; Models; Program Descriptions; *State Programs
IDENTIFIERS Region 8

ABSTRACT

The document presents an indepth study of nine selected exemplary adult basic education (ABE) programs in Region 8: Volunteers Clearing House, Fort Collins, Colorado; Utah Navajo Development Council, Blanding, Utah; Adult Education Tutorial Program, Denver, Colorado; Project SAVE, Lemmon, South Dakota; Gates Rubber Company, Denver, Colorado; Clearfield Job Corps Center, Clearfield, Utah; Jobs for Progress, Colorado Springs, Colorado; Opportunities Industrialization Center, Denver, Colorado; and Concentrated Employment Program, Butte, Montana. The programs are representative of cooperative industry and State-administered adult education programs and industry-sponsored and labor-sponsored ABE programs. Two or three day site visits were made to each program, and observational scales and interview schedules were used for collecting program information. Descriptive reports provide information on history, facilities, administration and staff, program, recruitment, students, and evaluation. A concluding interpretative summary suggests no one successful way to work with adults in an educational process; however, themes common to several of the programs are job preparation, GED preparation, and programs oriented to student participation in society and culture, with individualization of instruction a feature common to all programs. Generally, the students represented disadvantaged groups and ethnic minorities. The program observational scale and interview forms are included in the appendix. (EA)

****
* Documents acquired by ERIC include many informal unpublished *
* materials not available from other sources. ERIC makes every effort *
* to obtain the best copy available. Nevertheless, items of marginal *
* reproducibility are often encountered and this affects the quality *
* of the microfiche and hardcopy reproductions ERIC makes available *
* via the ERIC Document Reproduction Service (EDRS). EDRS is not *
* responsible for the quality of the original document. Reproductions *
* supplied by EDRS are the best that can be made from the original. *
****

ED120441

EFFECTIVE ABE PROGRAMMING: NINE CASE STUDIES

Douglas Sjogren
Larry Jacobson

Colorado State University
Fort Collins, Colorado 80523

January 1976

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

OE 006691

The research reported herein was performed pursuant to a grant with the Office of Education, U. S. Department of Health, Education, and Welfare (Project Number V0063VA, Grant Number OEG-0-74-1817). Contractors undertaking such projects under Government sponsorship are encouraged to express freely their professional judgment in the conduct of the project. Points of view or opinions stated do not, therefore, necessarily represent official Office of Education position or policy.

U. S. DEPARTMENT OF HEALTH, EDUCATION AND WELFARE

INTRODUCTION

This report is of part of the work done on Project Number V0063VA. The project was funded as a grant from U. S. Office of Education under provisions of P.L. 91-230, Title III, Adult Education Act, Section 309(b) Special Projects. The Grant Number is OEG-0-74-1817. The grant period was from July 1, 1974 through December 31, 1975. The title of the project is, Cataloging Adult Education Programs in Region VIII and In-depth Study of Selected Exemplar programs.

The project involved the cataloging of adult education programs in Region VIII as the first phase. The second phase was to conduct an in-depth study of nine programs in the region. This report presents the results of the in-depth studies. The nine programs were intended to be three in each of the following categories:

1. Cooperative industry and state administered adult education programs.

2. Industry-sponsored Adult Basic Education programs.

3. Labor-sponsored Adult Basic Education programs.

The first task was to identify programs in Region VIII that were in one of the three categories. This was done during the cataloging phase of the project. For the cataloging phase, a person was hired in each state to identify the adult education programs. As part of their work, they were given the task of identifying any programs in their states that were in the defined categories. In addition, State Directors of Adult Education and other knowledgeable persons were contacted. Through this process, forty programs were identified that had a reputation of successful work with adults and that might be classified into one of the three categories.

It was obvious from study of the program descriptions that few programs could be classified into one of the categories. One finding came through clearly. Few businesses, industries, and labor organizations in Region VIII are directly involved with Adult Basic Education. Many have adult education and training programs, but the ABE and GED programs are not included. Business, industry, and labor seem to be relying on agencies like community colleges, public schools, and non-profit educational corporations for the ABE and GED needs.

Many of the identified programs were operated as non-profit corporations, and the decision was made that such an organization met the definition of being a business or industry. Most of the identified programs were operating in contexts other than a public school or community college setting. It was felt that study of successful programs in such contexts would provide useful and interesting information regarding alternative approaches to adult education.

The forty programs were contacted with a letter inviting their participation. They were also sent a brief questionnaire asking for further information about the program. Eighteen of the programs responded of which fifteen indicated an interest in participation. Further screening on the basis of size, type, and location, the nine programs listed below were selected. The category number indicates the category or categories that seem to be the most appropriate classification of the program.

Program	Category
1. Volunteers Clearing House, Fort Collins, Colorado	1
2. Utah Navajo Development Council. Blanding, Utah	1
3. Adult Education Tutorial Program, Denver, Colorado	1
4. Project SAVE, Lemmon, South Dakota	1
5. Gates Rubber Company, Denver, Colorado	2
6. Clearfield Job Corps Center, Clearfield, Utah	2
7. Jobs for Progress, Colorado Springs, Colorado	2 and 3
8. Opportunities Industrialization Center, Denver, Colorado	2 and 3
9. Concentrated Employment Program, Butte, Montana	2 and 3

Two or three day site visits were made to each program by the project director and a graduate assistant or colleague. The visits were made during the time span of July to December, 1975.

Observation scales and interview schedules were developed as the basis for gathering information on each program. Copies are attached as Appendix A. The visits were conducted informally and the scales and schedules were completed at the end of the day from our notes and general observations. Information was also collected in the form of brochures, materials, and other relevant items.

A descriptive report was written about each program soon after the visit. The report was sent to the program administrator for reaction and correction.

The program reports follow this introduction in the order listed above. An interpretive summary follows the nine program reports.

TABLE OF CONTENTS

	Page
INTRODUCTION.	i
PROGRAMS	
Volunteers Clearing House.	1
Utah Navajo Development Council.	11
Adult Education Tutorial Program	18
Special-Adult-Vocational Education (SAVE).	24
Gates Rubber Company	30
Job Corps Center	33
Jobs for Progress.	40
Denver Opportunities Industrialization Center	47
Concentrated Employment Program.	54
INTERPRETIVE SUMMARY.	60
APPENDICES	
Appendix A. Program Observation and Interview Forms	64

VOLUNTEERS CLEARING HOUSE
Fort Collins, Colorado

Overview

The Volunteers Clearing House (VCH) is a non-profit corporation that provides a variety of educational, cultural, and social services for adults. VCH works primarily with Spanish-surnamed people, but the services are not restricted to this group. VCH enhances its impact by working closely with many sectors of the community; the schools, business and industry, clubs, churches, and United Way.

Fort Collins is a rapidly growing city with a current population of about 60,000. The principal employer in the city is the university, but many residents are employed in industries in Fort Collins and nearby cities. There is a sizable ethnic minority group made up of persons of Mexican ancestry, many of whom live in sections of the city that might properly be termed "barrios." There are several retirement and nursing homes in the community and the population of senior citizens is large.

The university, the public schools, and the City Recreation Department are all very active in providing educational, cultural, and social services for the community. Even so, it will be obvious from this report that VCH is reaching a clientele that the other agencies are not reaching well.

History

The Volunteers Clearing House was started in 1966. It was originally designed to have the function of organizing volunteers for social services, and that is still its primary function. The local Council of Churches contributed $1,000 to help it get started and an ecumenical foundation contributed office space.

VCH at first was involved with many of the typical volunteer program activities, e.g., transportation for elderly and handicapped, companion programs, Meals on Wheels, and senior citizens' programs. VCH started many of these activities in Fort Collins. Most are still operating but have been taken over by other agencies. One of the strengths of VCH is that it has not been an empire builder. It has started many things but has been willing to transfer responsibility if another agency is able to assume the activity.

During the first year, VCH moved from the church to a small house in an area of town that is inhabited primarily by persons of Mexican ancestry. Apparently the staff felt that VCH should become involved with serving this community and a move to the community would facilitate such involvement.

Soon after the move, VCH started a program for pre-schoolers to supplement the Head Start program of the school district. VCH also organized a recreation program for youngsters in the community to which it

moved. These efforts marked the beginning of a VCH emphasis on education, and through the years VCH has increased its efforts in education, especially adult education.

In 1968, VCH had to move again. With little money available it was at a critical point in terms of continued existence. They found a building (a former meat market) in an appropriate location that could be purchased. Donations were solicited from various businesses and individuals. The donations, along with a substantial reduction in price by the building owner, permitted VCH to purchase the building which is now paid for in total. It is important to note that the previous owner is the owner of a local restaurant that specializes in Mexican foods.

The building was cleaned and remodeled to serve as an educational and social center for the target community. The remodeling was done almost entirely with volunteer help from local clubs. These clubs continue to provide assistance to VCH with maintenance and improvement.

VCH moved to the building early in 1969. The present programs of VCH have evolved since this move.

Facilities

As indicated above, VCH is housed in a building that was formerly a meat market. The building is owned by the non-profit corporation. The building provides room for offices, some meeting space, a kitchen, materials display and storage, and a child care facility. The physical atmosphere is very pleasant; clean, attractive displays, and well-maintained. It is in a location that is fairly convenient for members of the target community. Two members of the staff, the parent education and driver education coordinators, work out of the local Community Education facility rather than at VCH. The VCH facility seems to be quite adequate for the program, especially with the opening of the Community Education facility which provides space for programs and activities with which VCH is concerned.

Equipment, supplies, and materials seem to be adequate in terms of quality and quantity. VCH receives many donations of equipment and supplies from local businesses, clubs, and agencies.

The program has experienced some problem with obtaining materials that are appropriate for their audience. Consequently, the coordinators have developed and are continuing to develop packets of materials. These packets contain materials on specific topics, e.g., driver education, family health, food shopping, etc., that are specific concerns of many of the students. The packets contain commercial and free publications as well as materials written by the VCH staff. The packets are designed to teach the content and to improve reading, language, and mathematics skills.

Administration and Staff

Currently the annual budget for VCH is between $35,000 and $40,000. About 40% of the budget is supported by state ABE funds, 50% from United Way, and the remaining 10% from city revenue sharing money and other sources. The state ABE support is through the office of the Director of Adult Education of the local school district. The budget figures cited above are "real dollar" amounts that are used for some salaries and wages, materials and supplies, and operating expenses. The figures do not include the value of contributions in the form of volunteers' time and donations of materials and supplies from many businesses, clubs, and agencies in the community.

The intent is that the overall policies of VCH be determined by a group called a Board of Trustees. The board, which meets monthly, consists of persons representing various groups in the community. There are usually about 15 persons on the board, but the functioning group varies in size as the members opt to participate or drop out. Replacements on the board are made rather informally. When a member drops, other members will identify possible replacements and the VCH director will ask the one to become a member.

The Board of Trustees has not really functioned as intended. It is too large and heterogeneous to function effectively as a policy board. Also, the manner of selection of members is such that a member is not really representing or accountable to a constituent group and thus has no specific viewpoint to represent in a policy decision. The board does function well as an advisory committee and also as a means for educating the community about VCH.

The above description is not intended as a criticism. VCH has seemed to function well using a pattern in which the VCH staff determines policy and procedure. The staff solicits and uses advice from the committee and other persons, but the program decisions are essentially made by the staff.

There are six paid staff members. The positions are listed below along with a brief description of the position and the person in the position.

1. Director. The director has overall administrative responsibility for the program. There are some program responsibilities but generally these are delegated to a coordinator. The director works directly with public relations and with identifying program needs, potential sources of support, and solicitation of volunteers.

The present director has been in the position for about nine years. She is trained as an occupational therapist, and her interest and work in O.T. has provided a good base for her present role in adult education. Her position is budgeted as a 25-hour-per-week job but she devotes considerably more time than this to the position.

2. Office Manager and Coordinator of Volunteers. The person in this position does the many required office tasks; correspondence,

accounting, receptionist, etc. In addition, the position is involved with keeping track of the various volunteers and their schedules. The large number of volunteers makes the coordination task important and also rather difficult. The position is budgeted for a 30-hour week.

The person in this position is an experienced secretary and office manager. She did volunteer work for VCH before being employed as office manager.

3. Program Coordinator. There are three program coordinators at VCH. The ABE coordinator is responsible for the various Adult Basic Education activities. The position involves teaching in ABE and also supervision and training of tutors and preparing materials for ABE activities. The position is budgeted for 25 hours per week.

The Parent Education coordinator has responsibility for two activities. One is an outreach function in which the task is to identify the needs of low income parents and attempt to match programs with needs. For example, a family may need transportation in order for the mother to obtain and hold a job. The coordinator might work to facilitate the mother getting into a driver education class and perhaps in contact with some kind of loan program to assist in buying a car. The coordinator works with many agencies in performing this function.

The second function is to organize and conduct parent education classes. Such classes have been quite successful in the Head Start program, but those are restricted to Head Start parents. VCH and the schools have recognized that there are many parents who have an interest in and could benefit from such classes but who are not eligible to participate in the Head Start classes. Thus the parent education activity of VCH.

The Parent Education coordinator works a 30-hour week. Five hours are paid by VCH and 25 hours are paid by state ABE funds channeled through the local school district. There is an apparent dual responsibility, but there is no conflict because the expectations of VCH and the school's adult education program are similar.

The Driver Education coordinator is responsible for operating a driver's education program for adults. This involves teaching and also coordinating with the teacher on the Driver Education Range.

The ABE coordinator is a certified teacher with public school teaching experience. While in college she worked with VCH and after some experience in the public schools decided that she was interested in working with adults. She works 25 hours a week at VCH and 15 hours a week in a similar capacity with an ABE program in Loveland, Colorado.

The Parent Education coordinator has assumed this position only recently. She is an occupational therapist. While a student in O.T. she worked as a volunteer with VCH and also did some practicum/intern type work with VCH as part of her training.

The Driver Education coordinator was a volunteer tutor at VCH who was hired by the district Director of Adult Education to coordinate this program. She is a college graduate with some teaching experience.

4. Community Liaison. The person in this position works with the target community of VCH, the low-income group made up of persons of Mexican ancestry. The task essentially is to provide a communication linkage between members of the community and VCH. The position is budgeted for 15 hours per week.

The liaison position is filled by a person of Mexican ancestry who is a resident of the target community. She is well-known and an informal leader in the community. She obtained her GED through the VCH program and was a volunteer before assuming the present position.

5. Interns. The Occupational Therapy and the Adult Education Departments at Colorado State University place students at VCH for internship/practicum experiences. The Parent Education coordinator was an intern.

Interns typically work about 15 hours a week.

The interns do different things that are determined by their interests and current needs of VCH. A former intern from the Adult Education Department is now a paid staff member and is assisting with the ABE program and preparing materials for the citizenship classes.

6. Volunteers. In the course of a year, some 500 volunteers will work with VCH in various capacities. The volunteers are discussed in terms of three general categories.

a. Short-term volunteers. Most of the volunteers are in this category (about 80 to 90%). The short-term volunteer will work for VCH on a special task that is completed in a relatively short period of time. Examples of this kind of situation are; painting in the building, and repair and maintenance of the child care center playground. These volunteers often are members of a club that works with VCH as a service activity.

b. Long-term volunteers. The volunteers in this category work with VCH on continuing tasks. Most of the long-term volunteers are tutors or teachers in the ABE program or drivers for persons who require transportation to VCH programs.

Volunteers in this category are recruited from clubs and from the university. The local Newcomers Club seems to be a source for many. The long-term volunteers are asked to make a year-long verbal commitment to the volunteer program with which they are involved. The volunteers receive training from the coordinators of the program with which they work. Most of the training is done on an individual basis.

c. Special consultants. VCH is often able to obtain specialized help on a volunteer basis. For example, a dietitian is currently helping

VCH with establishing a nutrition curriculum as part of the Parent Education program.

Program

The Adult Basic Education programs at VCH are in six areas as defined below.

1. The Home Tutoring Program consists of twenty-eight tutors working individually in the homes of forty students. ages ranging from 16 to 80. These students have expressed needs for study in English as a Second Language, Reading, Writing, Math, Consumer Education, Driver Education or Citizenship. Most tutors meet once a week, minimum time one hour, while a few tutors find time to meet two or more hours per week. The purpose of this program is to provide an economically feasible learning experience on a one-to-one basis in the student's own home.

2. Las Mujeres Activas is a group of nine women, ages ranging from 56-80 years, motivated to learn English as a Second Language. "LMA" meets once a week for class at the Volunteers Clearing House where they learn practical English in connection with a class on basic cooking skills and social English through visiting and field trips. The purpose of this class is to provide an atmosphere for social growth coupled with an opportunity to learn fundamental English skills.

3. The Toy Lending Library is a relatively new program designed to involve parents in educating their own children at home, and to develop second language skills. Parents have an opportunity to teach their children using toys that deal with simple concepts such as colors, numbers, shapes, or sizes. For 8 weeks parents are given 1 toy per week by the toy librarian who teaches these parents how to use each toy, then the parent becomes the teacher at her convenience in her own home. The toys are made available through ABE funds sponsored by the local schools. In the 1973-74 school year, 12 families were involved, and as of November 1974, 7 families have been using the toys. The success of this approach to parent education lies in the fact that parents have the opportunity to see themselves as teachers in a natural setting much more conducive to learning than in the classroom.

4. Driver Education involves four groups of approximately 12 students (on a yearly schedule) who meet once a week to prepare for the driver's license examination. This preparation includes training concerned with passing both the written and on-the-street exams. The class is taught bilingually and materials are prepared by the teacher or donated. Students qualify who do not fit into existing classes due to learning difficulties, language problems or financial reasons. Motivation for the students is high, because driving is a skill that has become a necessity for most families to attain.

5. Citizenship class is held once a week at the Volunteers Clearing House. Students prepare for the standard citizenship examination which

covers some history and a thorough working knowledge of our government. The exam is given orally in Denver, so students are faced not only with learning the necessary facts, but must respond in English. Thus, the class is taught bilingually with an emphasis on English as a Second Language.

6. The Basic Nutrition class consists of ten women who meet once a week in 6-week sessions. The women learn to apply classroom techniques in preparing low cost, well balanced meals. The class is taught bilingually so that both English and Spanish speakers can transfer their new knowledge into useful skills at home. One of the six classes is spent in the grocery store in order to familiarize students with comparing food costs and brand distinctions. The success of this class is measured in terms of a lower total food bill, or perhaps in better use of food stamps and in terms of more nutritious, healthy meals.

A seventh program area, Parent Education, is just getting started.

The ABE program at VCH is clearly not oriented toward some clear goal, except for driver education. If the student wants a program that is academically or vocationally oriented they can go to the local school district which has a variety of occupational programs and the traditional ABE/GED type class. At VCH the programs are directed at specific "living skill" needs that are common among the target groups. Such programs certainly fill a need and the response to them has been very positive.

In addition to the designated ABE programs, VCH tries many things. The director made a comment that VCH can tolerate a program failure, meaning that new things can be tried on an experimental basis and dropped if they do not succeed or continued if they do. This year VCH is offering or plans to offer the following:

1. An auto maintenance course in which the student will learn to service and do minor tune-up work on a car.

2. An upholstery class is planned to teach care and refinishing of furniture.

3. An exercise or physical fitness class is being planned.

4. Some intersting approaches to consumer education have been tried and more are being planned. One approach focuses on recycling materials such as clothing and wood products. Arts and crafts instruction also is used as a vehicle for consumer education.

5. An interesting child care program is being planned. The notion is that parents could use the child care facility to take care of their children while the parents do necessary things like shop, go to the doctor or dentist, or similar situations. As payment, the parent would work in the child care facility for a similar length of time. A further intent is that educational activities be provided while the parent works in the child care facility, e.g., child development, nutrition, etc.

VCH provides child care and transportation for participants who come to the Clearing House for activities. Transportation is also available for other situations if necessary such as to classes at the Community Education Center. The energy problem caused some cutback in transportation services offered and this service is still limited due to the high costs involved.

There are two important points that should be mentioned as they may be important for others considering a similar program. The first point is that VCH has had more success with tutoring in the home than having the tutoring sessions at the center. When tutoring occurs at the center there was a recurring problem of missed appointments. Two people had to travel to the center and meet. This problem has been minimized with home tutoring. The second point is that VCH strives to not be a charitable organization. Participants are asked to pay part of the cost of materials or be a volunteer in return for services. This likely contributes to a feeling among participants that VCH is part of their community rather than being another agency doing things to them.

Students

The variety of programs at VCH contributes to a varied group of participants. The variation is greatest in terms of age. Participants run the age gamut from teenagers to elderly. Actually, the child care aspect of the program makes the age range even broader.

There are some commonalities among the participants. About 80% of the participants are of Mexican ancestry. About half of the participants cannot read or write either Spanish or English although most can communicate orally with both languages. Most of the participants are women with a ratio of 80% women and 20% men.

The ABE program at VCH has evolved into a kind of specialty program for this kind of clientele. The participants are not as oriented toward attaining certificates, diplomas, or job skills as in many programs. Their husbands may be, but the local school system program provides such programs. The VCH participants are concerned with living effectively in two cultures. They likely are effective in their own culture but have difficulty in the dominant culture. Thus the program is designed to provide skills that will facilitate participation in or at least accommodation to the dominant culture. Buying food and clothing, health, transportation, nutrition, communication with schools; these are the daily concerns of the mothers in the target community. The program helps them learn to cope with these daily encounters with the dominant culture.

Progress of participants is both fast and slow. There is evidence that the participants are quick to learn many of the survival skills. General improvement in the academic areas is rather slow, however. To a great extent this slow progress is attributable to time. The participants generally are involved for only one to three hours a week and their schedules as parents, workers, and citizens inhibit greater participation.

This slow progress in the academic areas is a primary cause of volunteer tutors becoming frustrated and quitting. Often the new tutors feel that they can have an immediate and large impact. When it doesn't occur, they become frustrated. The clientele of VCH is unique and it is a strength of the program that it is compatible with this uniqueness. Successful tutors and the staff recognize that the persons with whom they work do not need nor are they as concerned with becoming proficient in academic skills as they are with increasing their ability to cope with the daily demands imposed by the dominant culture. Their own culture provides well for most of their psychological and social needs, but they are dependent on the dominant culture for many of their basic physical needs. Programs like that at VCH are effective in helping them adjust to this dependency.

The staff at VCH has learned to work well with the cultural values of their clients. Of course, several on the staff are of the culture which is beneficial. One should not over-generalize and regard all people of any ancestry to be the same. However, there are some circumstances that seem to recur rather often. A program working with a clientele similar to that of VCH needs to be aware of them. Some are listed below:

1. Politeness is characteristic. The staff members commented that the participants will seldom criticize anything which makes it difficult to assess program effectiveness.

2. Time schedules are not adhered to strictly. Appointments will often be made and missed. Part of this is seen as due to the politeness characteristic in that the person will agree to an appointment rather than appear negative. Also, the culture is not oriented to time. The staff has found that this problem can be reduced by making visits and calls to remind persons of appointments. Calls shortly before the appointment (like one to two hours) have been especially effective.

3. The family is a strong influence and the concept of "machismo" is important to recognize. Program staff have worked and continue to work to gain confidence of the community and family members. Through results and informal communications among members of the community, VCH now has gained the confidence of the community and has less problem in this area than formerly. It is still an important consideration, however, in contacting and working with new potential participants.

Summary

Volunteers Clearing House is a non-profit corporation that provides educational and social service primarily to members of an ethnic minority community. Much of its work is supported through the United Way and from donations of time, equipment, and materials by individuals, agencies, clubs, business, and industry. The educational program is oriented first toward teaching living skills and secondarily toward academic skills. It seems to be efficient and effective in providing for the special needs of the target audience. Its strengths are its ability to relate to the

target community, its willingness to experiment and innovate, its ability to develop procedures and materials that are appropriate for the needs of the target audience, and its patience in not forcing results in areas that are too often regarded as the only important results of ABE, i.e., academic progress.

There are few apparent weaknesses in the present program. There are some areas of need, however, that they have not met. Most obvious is that VCH has not had a great deal of success in working with male members of the target audience. They are trying things, e.g., parent education, auto maintenance, and upholstery, and hopefully they can determine ways of identifying and meeting the needs of this segment.

VCH is clearly a program that has achieved success in working with an ethnic minority in a medium sized city and it is cost/effective. The program has tried and accomplished much, and its experience should be studied by those that might be considering a similar program.

UTAH NAVAJO DEVELOPMENT COUNCIL
Blanding, Utah

Overview

The Utah Navajo Development Council (UNDC) was organized in the late 1960's to assist in the administration and coordination of the many programs that were available to stimulate and facilitate economic and social development of disadvantaged populations generally and also specific programs for Indian populations. As the name of the organization suggests, UNDC serves the Navajo Indians who reside in the State of Utah, specifically San Juan County. The majority of the Navajo in Utah live on the reservation in the southeastern corner of the state. The are approximately 6,000 Navajo people living in this area which covers about 1,800 square miles.

The UNDC is organized into four divisions, one of which is the Education Division. The Education Division, in turn, consists of three departments; Adult-Pre-school, Continuing, and Community. The Adult Education program is primarily oriented toward ABE and GED education. Pre-school education provides early childhood education for children prior to Head Start and supports the Adult Education program by providing child care for parents so they are free to participate in adult learning activities. The Continuing Education program is designed to assist those who continue to post-secondary programs such as college or vocational/ technical schools. Community Education is oriented toward improvement of community living through recreational, social, and avocational type programs.

Our interest was in the Adult Education program and that is the focus of this report. The other programs in the Education Division do relate to Adult Education, however, and these relationships are discussed where relevant.

History

The Adult Education program of UNDC has been operating for three years. It was started in response to a recognized need that the economic development of the Navajo is closely tied to education. This is not to say that the Navajo were uneducated. Indeed they are well educated in many respects, but not in the mores and language of the dominant Anglo culture. To compete successfully in the economic sector it is essential that they become educated in the language and mores of that sector, which means the Anglo culture.

The task is big. Many Navajo are essentially illiterate in the English language, and more are functionally illiterate as this term is commonly defined. Many of the adults over the age of 30 have had little or no formal education. The adults under the age of 30 have had more formal education but the drop-out rate has been and continues to be high.

The program has experienced gradual but steady growth in number of students since the start and the rate of growth appears to be accelerating. In the 1975 fiscal year a total of 163 adults enrolled in the program. In the first three months of FY 76, 147 adults have enrolled. Thus FY 76 should show a definite increase in enrollment over FY 75 if the pattern of enrollment remains the same.

Administration

The Adult Education program is one part of the Education Division of UNDC. The supervisor of the Adult Education program is directly responsible to the director of the Education Division. Overall policy for UNDC is set by a nine-member board. The Education Division also has an advisory committee that meets monthly and advises on specific educational policy.

The supervisor of Adult Education also serves as supervisor of the Pre-school program. He has been in this position for about one year. As supervisor, he has general administrative responsibility for the program, recruits, hires, and trains teachers, assists with selection and development of curriculum materials, seeks out sources of support, and prepares proposals. The Executive Director and the Planning Office of UNDC provide much input in terms of support sources and proposal preparation.

The supervisor has several years' experience as a teacher and has spent much time working with the Navajo in a church mission and as a trader. Although he is an Anglo, his experience with the Navajo has made him sensitive to their traditions and needs. He is quite fluent in the Navajo language which certainly contributes to his effectiveness.

Staff

The Adult Education program has eight staff members; six full time teachers, a part-time behind-the-wheel teacher for driver education, and a secretary. In addition, there are several VISTA workers who work with the Pre-school program and thus support the Adult Education program.

Four of the six teachers are college graduates and the other two are working on their degree through extension courses. Four of the six are Navajo and all are very familiar with the Navajo language and culture.

One of the strengths of the program is the training provided the teachers. Workshops and other types of in-service training are provided often and regularly. The College of Eastern Utah and Brigham Young University have provided excellent support for the training activities. Certain aspects of the UNDC program make the teacher's task very challenging, and the extensive training support is important. This will be obvious from the program description.

Students

The students in the program are nearly all Navajo adults. A few Anglos have participated and a few more may be expected now that the program receives some state adult education funds. Also a few children are served with tutorial help.

There were 163 students in the program last year. They were nearly equally divided in terms of sex. About half were age 30 and under and about half were over 30. One hundred three of the participants were working on materials at the ABE level. The other 60 were in pre-GED and GED materials.

Sixty-one of the students completed programs, sixty-four were still enrolled at the end of the year, and sixty did not complete programs. Program completion is defined as completing course work for an enrollment period which is usually of three months' duration.

Recruitment and retention of students are major challenges of the program. These are discussed more extensively in the program description.

Program

A point to be stressed in the program description is that the Adult Education program is conducted at six locations that are widely separated geographically. Two additional sites are being planned. The six locations are Blanding, Bluff, Montezuma Creek, Mexican Hat, Oljato, and Navajo Mountain. Navajo Mountain is so isolated that it is four hours by automobile from Blanding. The isolation of each site is important because the teacher is responsible for most aspects of the program at his/her site. Also the separation of locations has implications for distribution and use of equipment and materials. The six learning centers are open five days a week with classes scheduled in the morning, afternoon and evening. The centers are open at least eight hours each day.

The following material taken from a program document provides an overview of the program:

The basic education courses for adults includes the following:

1. Oracy -- This course is designed to teach Functional English and has been specifically prepared for the UNDC Adult Education program. The model used in the preparation of the materials for this course was Dr. Eugene Hall's concept of Situational Reinforcement. (This is a relatively new approach to language learning, emphasizing relevance to conversational speech patterns.) The Oracy Program has been culturally oriented toward consumer education. Tapes have also been prepared to supplement the program.

2. Basic Literacy and Phonics -- This course consisted of teaching the alphabet, phonetics, manuscript writing, cursive writing and basic sight words.

3. English Grammar and Reading -- This course is taught from language exercise books, grades 1-8 and SRA reading materials.

4. Vocabulary and Spelling -- Vocabulary related to the student's needs, employment and interest is taught.

5. Basic Math -- This course consists of teaching addition, subtraction, multiplication and division. Culturally oriented films prepared by the San Juan School District are used to supplement text material (i.e., Coyote Learns Subtraction).

6. Intermediate Math -- This course consists of teaching decimals, fractions and measurement.

7. Basic and Intermediate Science -- This course consists of material dealing with such topics as the universe, air, water, weather, plants, animals, the human body, health and how it affects our attitudes.

8. Pre-GED -- This course consists of teaching reading, writing and arithmetic skills in preparation for the more difficult GED course.

9. GED (General Educational Development) -- This course is designed to prepare students for the High School Equivalency Examination. The examination consists of five parts: Literature, English, Social Studies, Math and Science. The GED Tests are administered by the San Juan High School.

10. High School Completion -- The UNDC Adult Education Department cooperates with the San Juan High School by tutoring students who lack only a few credits towards graduation. The students work under the direction of a high school teacher who assigns the course work. Through completion of this program a student may earn his high school diploma.

11. Drivers Education -- This course is an integral part of the Literacy Program consisting of teaching vocabulary that is relevant to driving skills. Also, the teachers help the students in reading and understanding the Utah Highway manual. This has been one of the more popular and successful classes with a number of students obtaining their drivers licenses to date.

Other classes that are related more to vocational skills such as agriculture, sewing, silversmithing, etc., were utilized extensively. These type classes are provided by the Community Schools and the Community Education Department.

Following is a list of the major portion of instructional materials:

Oracy Manual
Steck Vaughn Programmed Reading, I Want to Read and Write, Adult Reader, Using English, Language Exercises, Basic Science for Living, and GED

Barrons GED
Cambridge Pre-GED (Arithmetic, English and Reading)
SRA Reading Labs
Reader's Digest Adult Readers
McGraw Hill Drivers Education filmstrips
Supplemental Materials (Dictionaries, slide presentations, consumer related materials, books, cassette tapes)

Efforts are continuous in developing curriculum that is applicable to the Navajo people. The teaching staff is also striving to supplement the courses with consumer related and culturally related materials. (End of citation)

Each teacher is responsible for teaching all 11 components of the program except the behind-the-wheel driver training which is done by the part-time driver education teacher. One is reminded of the one-room country school when considering the teacher's task.

All of the instruction is individualized. When a student enrolls, he/she is tested either formally or informally. The teacher and student then determine the appropriate materials and schedule for the student. The student works individually with tutoring help from the teacher. Clearly the teachers need to be flexible and imaginative as well as reasonably competent in a number of content areas.

Generally the facilities, equipment, and materials are adequate but not outstanding. More equipment is needed in that much of it has to be shared which is not a desirable situation considering the geographical separation of the locations. The staff has developed some materials in oracy and drivers education. They plan to develop more as they are able. Recently the staff redefined their program objectives on the recommendation of a program evaluation. This new set of objectives should be useful for selection, revision, and development of materials.

Recruitment, retention, and regular attendance are major problems for the program and for the teacher at each learning center. Many approaches are used in recruitment. The advisory committee has an important function in this area. Newspaper articles, radio ads, slide presentations, and personal contact are all used for recruiting. The supervisor intends to have signs made for the learning centers to make them more visible which should help the recruiting effort. He also indicated that he intended to work on recruiting more tribal leaders into the program which would provide visibility and respectability for the program. It was reported that many of the leaders could benefit from improved literacy in English, but that it was difficult to get them to admit to this and participate.

The Drivers Education program is an effective recruiting device. Learning to drive is an important desire and need of the Navajo. Many enroll first to satisfy this need. In the process they are exposed to literacy training and often continue with this after completing the driver training course.

Undoubtedly recruitment would be easier if there were a closer tie between the educational program and economic advancement for the individual. Unfortunately the economic situation on the reservation is depressed, and there is some evidence that the education will have only limited economic pay-off in the short run for the individual. The UNDC is certainly working to improve this situation and there is some evidence that progress is being made. For example, the UNDC has established a home construction program which is now reported to be nearly self-supporting. Many Navajo people through this program are learning and using the skills associated with the home construction industry. These workers are also participating in the Adult Education program and achieving the necessary literacy level associated with the trade or skill.

The UNDC is working on other project ideas along the lines of the construction project. As these ideas develop, the Adult Education program should have increased responsibility to provide the basic educational program to support the needed vocational training.

Recruitment is a problem, but it is being met. There is evidence that recent recruiting work is quite effective. If the rate of enrollment for the first quarter of FY 76 is maintained throughout the year, the FY 76 enrollment will be at least three times as great as for FY 75.

Retention and regular attendance are primary responsibilities of the teachers. Certainly the effort of the teachers to accommodate to the needs, interests, and schedules of the participants does help retention and attendance. It follows that staff stability is important for retention and attendance in that the teachers and students get to know each other quite well. It would be useful if a position could be established for a substitute teacher. Perhaps an internship type arrangement could be established with CEU or BYU. This person could fill in when teachers are ill or absent for other reasons and thus prevent the closing of centers for brief periods. Another advantage would be that a back-up would be available to take over a center when a teacher quit and the back-up would know something about the center and the participants at the center would know something about the new teacher. Staff turnover could be a problem for the program. A new teacher has to almost re-establish the program. Some back-up teacher procedure would help prevent the loss of ground that would likely occur without back-up support.

The Pre-school program should be very useful in facilitating retention and attendance. At the least, the child care aspect should make it easier for young parents to participate. There are also exciting possibilities for developing parent, consumer, and health education programs that involve the Adult and Pre-school program and perhaps the clinics.

Summary

In its three years of existence, the Adult Education program at UNDC has made good progress at a task that seems almost impossible.

There are many folks in a large area that could benefit and one could easily become discouraged with the magnitude of the task. In the past year especially, there is evidence that the program has made excellent progress. Enrollments are increasing and the staff members are working hard to improve their competence and the curriculum. As UNDC develops projects to enhance the economic development of the region, the Adult Education program will be an integral part of these projects.

The Adult Education program uses sound educational procedures for planning, curriculum development, and staff development. The program can expect to become increasingly important in the lives of the Navajo people.

THE ADULT EDUCATION TUTORIAL PROGRAM
Denver, Colorado

The following report is a description of the Adult Education Tutorial Program (AETP) located in Denver, Colorado.

History

In 1964, Sister Cecilia Linenbrink, Ph.D., a Franciscan nun, conducted a survey of Denver's West Side intercity residents. The focus of the survey concerned the reasons why urban youth did not complete high school. Interviews with the respondents revealed a sizable percentage of parents had not completed high school and were now very interested in furthering their education. Consequently, Sister Cecilia Linenbrink set out to develop an educational program aimed at adults from Denver's lower socioeconomic areas, and in 1964, employing St. Elizabeth's School, the Adult Education Tutorial Program was founded.

Growth of the program during the past eleven years has been very rapid. With an initial enrollment of 40 students and 16 tutors, no paid staff, and a single building, AETP during 1974-75 grew to a program with seven centers, over 300 tutors, 10 paid staff (6 full time), a 25 member Board of Directors, and a student enrollment of over 1,100 students last year. In addition, over the first ten years, the program assisted over 5,000 adults, with 400 achieving their General Educational Development (GED) certificates. The program evolved to also include programs in English as a Second Language (ESL), Adult Basic Education (ABE), and a non-readers program for adults requiring fundamental reading skills. A large variety of adults have been served over the past 11 years. ESL students have consisted of Spanish, French, German, Japanese, Thai, Chinese, Swahili, Swedish, Turkish, Greek, and Hungarian speakers. Ages of students have ranged from 18 to 80.

AETP is now located in seven centers:

1. Baker Junior High School
2. Good Shepherd Lutheran Church
3. Auraria Community Center
4. José Valdez School
5. Northside Community Center
6. Sacred Heart School
7. Little Flower Community Center

The growth of AETP has been achieved as a private nonprofit organization, funded by foundations, businesses, industry, churches, Denver

residents and the Colorado State Department of Education. AETP anticipates an upcoming budget of approximately $100,000.

Student Selection and Process

AETP with few exceptions accepts all applicants to the program. Those denied admittance include adults not living within a reasonable distance from any of the program's centers, or individuals who have been diagnosed as having "serious learning disabilities." While some students are not accepted by the program, most of these applicants are offered referral assistance.

Following application, students are screened employing the Adult Reading Inventory, Wide Range Achievement Test (sections: Math, Spelling, and Word Recognition). In addition, the East Side Health Center sometimes assists in screening. After academic testing, students receive instruction at individually tailored levels. AETP generally follows an "open door" policy, that is, students are permitted to enroll at any time.

Classes are usually held at the following times: Monday through Thursday, 9:00 a.m. - 11:30 a.m.; Tuesday and Thursday, 7:00 p.m. - 9:00 p.m. (These hours have been arranged to accommodate parents with children who are in school and those who must work at various times during the day).

Student-tutor interaction is often one-to-one, although some classes may be as large as 11 to 12 students. However, larger classes are usually ESL where larger group instruction becomes necessary.

The curriculum includes five content areas:

-Social Studies
-Humanities
-Natural Science
-English Grammar and Composition
-Mathematics

Employing the above content areas, students are given exercises which offer training in the following basic skills:

-Language
-Computation
-Reading
-Critical Thinking
-Independent Information Gathering
-Working with Others

Students scoring below levels necessary for ABE are given training in the non-reader program. Much of the content and direction of this program is determined by the ingenuity of the tutor. Some examples of methods employed in the non-reader program are as follows:

1. Learning to read traffic signs.
2. Counting money.
3. Eating properly.
4. How to read ads which save money on groceries.

Experience in the non-readers' program is therefore designed to deal with adults not yet prepared to receive training in ABE.

ESL

English as a Second Langauge is usually taught to larger groups of students. During the recent site visit to AETP, ESL classes included Spanish, Oriental, and Hungarian students.

A primary method of teaching ESL is the audio-lingual approach with groups engaging in discussions and conversation. In addition, students have access to tape recorders for speaking practice. One of the curricular materials now employed is the Lado Series.

Tutors

One of the major variables regarding the success of AETP is the use of all-volunteer tutors. These tutors are recruited through the recommendation of other tutors, local newspapers, church bulletins, radio and television, and AETP staff. Volunteers come from a wide variety of backgrounds: secretaries, teachers (and retired teachers), housewives, students, and a broad range of other occupations. Ages range from under 20 to over 65. Most tutors have had college training.

Selection of volunteers is on the basis of phone interviews by the two instructional coordinators (ESL and ABE/GED). It was noted that tutors most likely to succeed were those who were willing to be very flexible in dealing with students. Those having most difficulty were those using certain teaching practices employed in the public school setting.

As part of tutor training, all tutors participate in an orientation. The orientation sessions consist of reviews of instructional methods, a movie on adult education, and small group discussions, where experienced tutors come in and discuss their experience in AETP. In addition to orientation, tutors are given several hours of in-service training every semester. Frequently tutors begin by "sitting in" during ongoing classes and are then assigned students. Volunteers work from two to four days per week up to four hours per day.

As part of continued training, instructional coordinators conduct ongoing tutor evaluations at least two times each semester. Observations and suggestions regarding a tutor's performance are entered in a logbook. Feedback is received with suggestions which include ways of improving instruction, curricular suggestions, as well as praise for excellence.

Perhaps one indication of tutor satisfaction with AETP is the 70 percent return rate.

Staff

AETP now employs 10 paid staff with 6 currently full time staff.

As Figure 1 illustrates, the administration consists of the director and secretary, educational coordinator, ABE/GED coordinator, ESL coordinator, and center counsellors. The director manages the program and is mainly responsible for the external functioning of the program. This entails community organization, publicity, fund raising, etc. The educational coordinator oversees the internal functioning of AETP. The internal function includes all aspects of curriculum and staff coordination. The two curricular coordinators, (ABE/GED and ESL) are responsible for curriculum and tutor selection, training and evaluation. It should be noted, however, that particularly for the size of AETP there is overlap of responsibility among the staff, so strictly speaking there is not a strict division of responsibility.

In addition to the administrative staff, there are paid center counselors and baby sitters.

One of the major attributes looked for in the hiring of staff is the ability to work in a flexible, non-traditional environment. It was noted that those accustomed to the public school atmosphere may have difficulty adapting to AETP.

It was also noted that all staff members of AETP are females. Several staff mentioned that in the early years of the program male staff members had been employed, but there were a number of problems concerned chiefly with division of responsibility and detail which needed time and growth to sort out. A second reason for the lack of male staff was the relatively small salary paid to staff members in the first years.

Evaluation

As part of the AETP evaluation, staff, volunteers, and students were asked to identify factors contributing to the success of the program. Results of this question are summarized below.

Since many of the adults that enter AETP have had unpleasant experiences with "institutional" education, a large aspect of AETP's success is due to the informal nature of instruction. This informal atmosphere was noted by many staff as consisting of the following:

-Flexible times in setting up classes
-Family-like attitude of staff and tutors
-Small classes

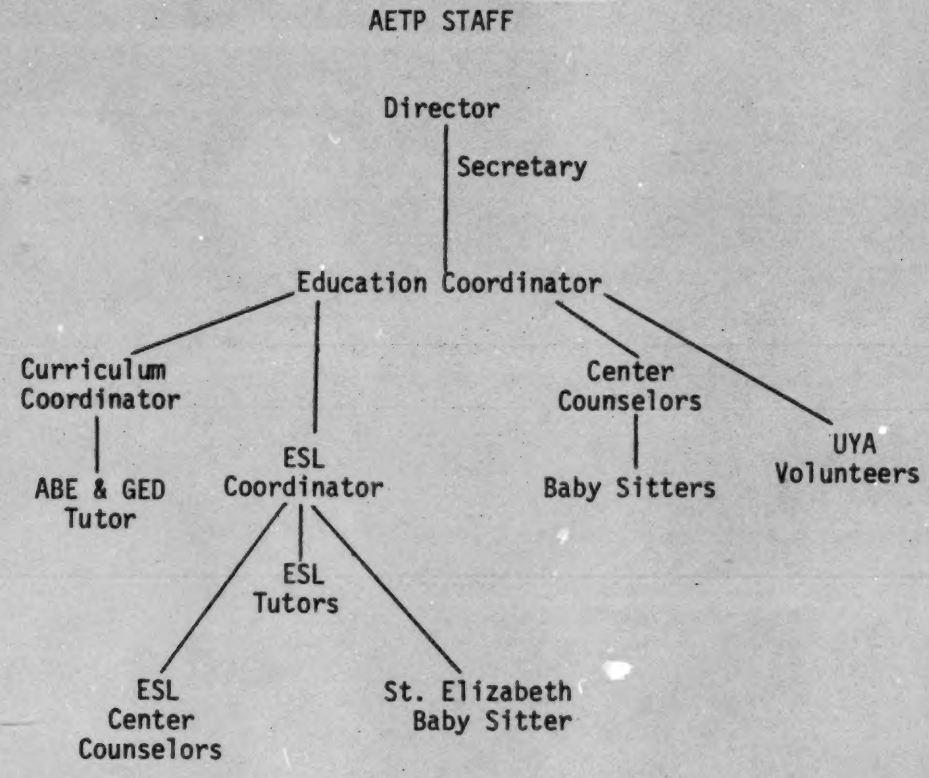


Figure 1. Responsibility Distribution

Equally important is the use of volunteer tutors. Students come to appreciate that tutors are not there for a salary but are working to help the students move at their own pace. Having been out of school for some time, students appreciate the interest shown by a dedicated tutor. Likewise, the tutors develop a deep respect for the students in their ability to overcome large obstacles in coming back to school.

Interviews with students revealed additional comments regarding AETP's success. One student noted that the critical reason for success was the fact that tutors build confidence into the student. The fact that all the other students "are in the same boat" also helps. Of particular attractiveness to the student was the knowledge that "tutors are there because they want to be there." Following experience in AETP this particular student mentioned an increase in socializing with other students due to improved self-confidence.

Another student entered AETP when it first opened. After several months, he earned his GED certificate, which enabled him to achieve job advancement. He now holds a managerial position with a major insurance company.

In addition to the strengths observed in the program, several weaknesses were observed and are summarized below.

1. Some tutors have difficulty in communication with students at first, but improve with experience and training. Tutors from a variety of ethnic backgrounds might be beneficial for the program.

2. There appears to be several gaps between the ESL and ABE/GED programs. The first one is a lack of continuity of instruction for students entering ABE/GED from ESL. More training with reading and writing was suggested in easing this problem and this problem is being resolved. The second problem seems to be a need to continually build good communication between ESL and ABE/GED staff and tutors so that all may have a broad understanding of the program. A potential remedy for this might be a staff-tutor newsletter, aimed at reporting current new approaches, problems, pitfalls and successes.

3. Another problem centers around instructional materials for ESL. Some suggested that approaches other than Lado might be investigated although the Lado materials have been useful for quick communication.

4. In addition, some ESL tutors noted that lack of classroom space was a problem. It is not uncommon to have 3-4 classes engaging in discussion within one classroom.

5. Several comments were made that there is a slight problem with division of responsibility. The director and staff are resolving this by establishing priorities for positions.

Summary

AETP successfully reaches a large proportion of those "turned off" by the more traditional and institutional forms of education. Much of AETP's success is due to the use of volunteer tutors who provide a flexible approach to adult education. One must conclude that AETP is one of the most unique, cost effective, and successful programs available to adults desiring to continue their education.

One of the future plans of AETP is to provide job-related training as well as job placement service. This plan is currently being written in the form of a Federal grant proposal. Such a plan would necessitate the addition of new courses, counsellors, job developers, industry/AETP liaison, and administrative staff.

Most currently, St. Elizabeth, the main center of AETP, is being vacated as part of the Auraria renovation. This will force AETP into new facilities which they will occupy in the Fall of 1975. Hopefully the move will not be too disruptive to the program.

SPECIAL-ADULT-VOCATIONAL EDUCATION (SAVE)
Northwest Area Schools
Lemmon, South Dakota

Introduction

The Northwest Area Schools is a multi-district cooperative services type educational agency that serves nine school districts in six counties in the Northwestern part of South Dakota. The agency provides educational services in the three areas indicated by the acronym SAVE - Special, Adult, and Vocational Education. This report is focussed on the adult education activities of the program. Obviously adult education is a specific area of emphasis, but the special and vocational education areas are also involved with adults. This report includes discussion of all of the adult education activities of the agency.

Context

Northwestern South Dakota is very much of a rural area. The population of the 20,000 square mile area served by the Northwest Area Schools is about 17,000. The economy is based on agriculture and is quite stable, as is the population. There is little unemployment in the region. Many young folks leave the region upon graduation from high school, however, because of limited employment opportunities.

There is a sizable Indian population in the eastern half of the region. The Indians are Sioux of the Standing Rock Agency.

Organization and Administration

The Northwest Area Schools is an agency of the type that is often referred to as a board of cooperative services. It has been in operation for about four years. It provides services to the nine participating school districts on a contract basis. Each district pays an assessment to the Northwest Area Schools based on services and student enrollment. The Northwest Area Schools is a legal entity in the state for the vocational program only. It cannot levy taxes but it can contract with funding agencies such as the Federal and State government. Thus part of its support comes from the participating schools and part through contracts. There is also a small amount of support from business and industry to the vocational programs. Approximately 75% of the budget is from district assessment and 25% from contracts.

The policy board for the Northwest Area Schools consists of one school board member from each of the participating districts. This board sets overall policy. The nine district superintendents are an advisory committee that helps in implementing policy. There are some jurisdictional problems between the policy board and the advisory committee, and thought is being given to establish a single policy board.

The office of the Northwest Area Schools is in Lemmon, South Dakota. The program operates in the schools in Bison, Buffalo, Dupree, Faith, Isabel, Lemmon, McIntosh, McLaughlin, and Timber Lake.

Staff

The administrative staff of SAVE consists of a Director, a Supervisor of Special Education, and secretarial staff. There is provision for supervisors of adult and vocational education but presently these programs are administered by the Director. There was a supervisor for adult education prior to this year and much of the success of the adult education program can be attributed to this person's work. He is now a high school principal in the region. This position will be filled when a suitable replacement is found.

The Director has a good general background for his position. He has teaching and administrative experience as well as an agricultural occupation background. The program operation reflects leadership by a person with strong qualifications in educational program development and administration.

Program

An adult education program is offered at each of the nine participating schools. The offerings are in five general areas; ABE/GED, general interest, vocational, professional in-service, and parent education. At each site, a person is employed as a recruiter. This person has responsibility for determining interest and need and for organizing the program at the site. Five of the recruiters are also teachers in the program while the other four are persons associated with the schools.

The five general program areas are discussed separately below in terms of content, students, and staff.

ABE/GED. The Adult Basic Education program has been an important emphasis since the start, and this program is offered at each site. As with most rural areas in the midwest, the school drop-out rate is quite low, especially through the eighth grade. Consequently the ABE program is really more at the GED level. Most of the students are at a level where attainment of the GED or a high school diploma is a reasonable expectation. Last year there were 78 persons enrolled in the program and 40 attained the GED. The success rate on the GED test is nearly 100%. The program is very much oriented to the GED test and most of the teachers rely heavily on the Cambridge series. While the success rate is commendable, the Director expressed some concern that the program was oriented too much toward passing the GED. He felt that the content might be made more practical without sacrificing the success rate.

Enrollment this year is somewhat lower than last year. This might be due in part to a reduced number of adults needing the program and also to the fact that the adult education program has not had a full-time supervisor this year. One indication that the program should continue to be emphasized is that in one community the enrollments increased greatly this year due to vigorous recruiting. Furthermore, much of the increase was from enrollments by persons who were at a lower level of functioning than GED. It may be that there is a sizable number of ABE level adults still to be served in the region.

The ABE teachers are part-time as adult teachers and are paid an hourly wage. They receive pay for one hour of preparation time for two hours of in-class time. Seven of the present teachers are elementary school teachers and the other two are secondary teachers. The Director stated a general preference for elementary teachers in ABE because they seem to be better able to individualize instruction and to deal with some of the learning problems. This was a general statement, however. Each teacher is hired on the basis of his or her interest in adults, ability to teach on an individual basis, and general subject matter competence rather than a degree qualification. Teacher turnover has been somewhat of a problem with the program. The part-time nature of the program and the evening work probably contribute to this problem. Staff training is done in various ways. Each year the program has two one-day workshops for the ABE teachers. The supervisor (this year, the Director) does staff training informally during regular visits to the programs. Next year the intent is to expand staff training with a travelling curriculum development van. This van will be staffed by a person who will visit each school on a regular schedule and assist teachers with curriculum, materials and methods. The van will not be only for the ABE teachers but it is likely that they will benefit from it.

Students in the ABE program are recruited in various ways. The most effective recruitment comes from a student recommending the program to another, but the program is also advertised well in papers and over the radio. When the student enrolls, a determination is made of the needs of the student. Some teachers do this through informal interaction with the student while others administer tests such as the ABLE. Based on the assessment, the students then work individually on materials provided by the program. The teacher assigns materials and assists the student when necessary. Students usually attend class one evening a week for two hours. Many of the students take materials home, however, and study at home. We observed one student who had completed 63 pages in a workbook during one week.

The ABE students can be typified as follows in terms of modal characteristics: equally divided in terms of sex, in their mid-30's in terms of age, employed or the family head is employed, working on their GED, from a wide range in terms of income, and from an agricultural background. The modal time in the program is six months and most complete their GED in this time.

General interest and vocational. These areas will be discussed together because they are hard to separate in the adult program. One of the unique programs of SAVE is in vocational education. Nine mobile units have been purchased and equipped for the following vocational education programs: building trades; quantity food preparation; general metals; electricity-electronics; agricultural technology (plants); agricultural technology (animals), general mechanics; health; and sales and distribution. The primary purpose of the mobile units is to provide a comprehensive vocational education curriculum for the secondary students in the nine districts. The units are rotated among the schools each semester so that each school has a different vocational type program each semester. The teachers, who move with the units, are certified vocational teachers.

The mobile units are also being used in adult education. The teacher's contract specifies that the teacher will teach two nights a week if there is sufficient demand for night classes. Thus the mobile units are being used effectively to expand the adult education program.

The adult classes in the mobile units are more general interest than vocational, however, so that the general interest kind of adult education has been enhanced. Even without the mobile units, SAVE has developed a very comprehensive program in the general interest areas. The following list is of topics offered during the past two years.

Square Dancing
Social Dancing
Sewing
Stitchery
Crocheting
Knitting
Upholstery
Flight Ground School
Wills, Trusts, and Taxes
Arts and Crafts
Golf
Fun and Fitness
Bridge
Painting
Leathercraft
Building Trades
Cake Decorating
Brick Laying
Horsemanship
Bookkeeping
Meatcutting
Auto Mechanics
Guitar
Interpersonal Communications
Macrame
General Metals
First Aid
Agriculture Technology
Secretarial
Typing
Arc Welding
Acetylene Welding
Small Appliance Repair
Sheet Metal
Electric Motors
Electronics
Electrical Wiring

This is an impressive list, especially when one considers the population base and the fact that adult education is competing with many other activities. Last year it was reported that SAVE had contact with over 1,500 adults in the region. Admittedly a large number of these were for one-time programs. This year there are some 400 adults enrolled for the classes, that is, activities that meet once a week for a period of about ten weeks. SAVE has clearly developed an effective general interest adult education program.

Classes in the general interest areas are organized on the basis of interest and availability of teachers. Teachers of general interest classes are hired on the basis of their having competence in the content area. Some are professional teachers, but more are community people who have knowledge and competence and an interest in teaching it to others.

Tuition is charged for the general interest classes at the rate of about $.60 per contact hour. The intent is that the general interest adult education classes will be self-supporting. The rule is not rigidly followed, but generally a class needs eight enrollees or it is dropped.

Parent education. The special education program of SAVE has a parent education component in the early childhood program. Parents of about sixty children are involved. Program staff conduct monthly meetings with parent groups and also spend time in the home. The toy lending library idea is used to help parents learn to work effectively as teachers of their children. Not only does this program provide direct educational services to adults, but it also probably serves as a stimulation to participate in other adult education programs.

Professional in-service. The Northwest Area Schools coordinate the extension classes that are offered in the region by various colleges. Presently classes are offered in School Administration and Elementary School Curriculum. In prior years classes have been offered in School Finance, School Law, Ethics, and Lakota Language. Most of the extension classes are taken by teachers as part of their professional in-service development.

SAVE also conducts in-service work for the schools in the region. The curriculum van, mentioned earlier, will provide an important addition to this kind of adult education activity.

Summary

Adult education in rural areas is often regarded as a nearly impossible task. Low population density makes it difficult to attract sufficient numbers to justify classes. Furthermore, adults in rural areas are often heavily involved in school, church, and community activities so that adult education competes for the time of a clientele that is already heavily committed.

SAVE is demonstrating well that adult education can thrive in rural areas and that it does serve some unmet needs and wants of rural people. The program is not marginal. Enrollments and variety of offerings are high and there is indication that the adult education program will become even stronger.

There is no secret formula for the success. It appears that the program's effectiveness is attributable to much hard work by competent

people who have interacted in the communities to determine needs and establish programs.

The program has some recurring problems that should be mentioned.

1. Distance is a very real problem. We traveled 350 miles and were in eight of the towns. The task of administering such a wide-spread program is clearly difficult. The Director does try to visit each location at least bi-monthly and feels this contact is essential.

2. Staffing is a problem. Part-time teachers are hard to hold. The vocational teaching situation with its many moves also contributes to teacher turnover. The program has to pay the teachers relatively well to attract them. It is likely, however, that staff turnover will continue to be a problem.

3. The Northwest Area Schools does not have direct control over its funding. The resultant uncertainty of money probably tempts the staff to write proposals just to get more money. It is commendable, however, that the staff and the policy board have not entered heavily into the grantsmanship game. Proposals are written on the basis of a total program concept and not on the basis of getting money. This is certainly sound policy.

The SAVE program of the Northwest Area Schools is impressive. Much is being done and we expect that much more will be done. Rural schools and boards of cooperative services would be well advised to study the program and procedures of SAVE.

GATES RUBBER COMPANY
Denver, Colorado

Overview

The education and training program at Gates Rubber Company operates in an industrial setting. As would be expected, it is oriented very much to providing the education and training activities that are important to the industry. The concerns are with productivity, safety, job development, equal employment opportunity, and worker satisfaction. The program uses many techniques and resources to accomplish its purposes, and it seems to be quite comprehensive especially for the limited budget with which it operates.

History

Gates Rubber Company has had an education and training office for many years. The program is presently going through some reorganization due to a change in personnel. There is some indication that the program may be expanded with a projected budget increase.

Facilities

The facilities for the education and training activities are in an administrative office building of the plant. The plant is highly centralized so that the facilities are easily accessible for the employees.

The administrative offices for the education and training program appear to be adequate. There are two classrooms available, each of which can be divided with a room divider. The classroom facilities are not outstanding but seem adequate. The program director expressed some dissatisfaction with the classroom facilities, especially for group interaction type work.

The equipment and materials used in education and training appear to be up-to-date. The program director is well-informed about various kinds and sources of appropriate materials, especially film series and packages or modules. Most of the materials used seem to be commercial rather than developed in-house.

Staff

The education and training program has three full-time staff members who administer and coordinate the various activities. Two are in the education and training office and the third is the training coordinator for the apprenticeship programs. The full-time staff members are not certified teachers, but have developed as professional educators through experience and participation in many self-development activities. Generally the full-time staff do not teach; their function is primarily coordination.

Teachers are recruited from many sources. The majority are employees who have an identified expertise in an area and who have a reputation for being able to perform well in instructional situations. These instructors are not trained in pedagogical techniques except that the staff may give suggestions informally. They will often be trained in the content area by attending a workshop or conference and conducting a session over the content of the workshop on their return. For example, we observed a session for foremen on planning and effective use of time. The session was conducted by two men who had attended a conference on the topic.

There is a close relationship between the Gates program and the Emily Griffith Opportunity School in Denver. This connection will be discussed later in the report under the section called "Program," but in those areas where the arrangement is used, the teachers may be certified teachers of the Opportunity School.

Program

There are many facets to the Gates program. Because our concern is primarily with basic education we will attend to those activities first and then describe other facets of the program.

As mentioned earlier, the program is determined by the needs of the company and the employees. When a need is identified, the education and training staff make arrangements to satisfy the need. They can and do identify the resources to meet the need.

Two years ago, it was determined that a number of employees could benefit from a GED course. The course was offered and twenty employees completed it and took the GED. Eleven of the twenty passed the test. A similar course was offered last year but only one person registered. There are no plans to offer it now, but it is clear that the program is able to provide basic education should the need arise.

Basic education in mathematics is taught on an on-going basis in the apprentice programs. Apprentice programs are provided for employees in the engineering/maintenance shops. Most of these employees are in the skilled trades of electrical, mechanical, pipefitting, machinist, instrumentation, and air conditioning.

To enter an apprentice program the person must have the GED or a high school diploma. Experience has shown, however, that most of the persons entering the apprentice program need a remedial course in mathematics. Ratio, proportions, and decimal fractions seem to be the common areas of weakness. Consequently a math course is offered and taken by nearly every new person. The course is individualized and each student progresses at his own rate. The teacher is usually an engineer in the plant or an instructor from the Community College of Denver.

The basic education activities comprise only a small part of the total education and training program. As indicated above there is a

comprehensive apprentice program. Many skills kinds of classes are offered in the area of office occupations and interpersonal relations. These classes are provided in a cooperative arrangement with the Emily Griffith Opportunity School. The Opportunity School is part of the public school system. The classes, and also the GED course, are run through the Opportunity School but the classes are taken at Gates. The classes are open to the public but most of the participants are Gates employees. There is no tuition as the Opportunity School is tax-supported, and the student has to pay only for part of the course materials. The classes are offered after work hours. The level of participation in the classes is quite good in terms of numbers enrolled. The director indicated that a considerable amount of time is spent in personally contacting employees and encouraging their enrolling. This likely is an important contributor to the good enrollment figures.

An important part of the education program is the education and training of supervisors and foremen. It would appear that about half of the time and effort is devoted to this kind of training. A large variety of classes and workshops are provided over the range of topics that are usually associated with training of supervisors.

Summary

Basic Education is not emphasized in the Gates Rubber Company education and training program in terms of time and effort. Most of the education and training effort is devoted to apprentice programs, skill development for line workers, and supervisory training. Yet the program is flexible and it is clear that basic education can be and is provided when the need arises. Furthermore their experience in this area has been quite successful. It is likely that attention to basic education as well as supervisory training and apprenticeship programs will increase as the company strives to encourage women and minorities to take part in the various programs.

The Gates education and training efforts for the most part are rather typical of efforts in business and industry. A rather unique aspect of the Gates program, however, is the cooperative arrangement with the Emily Griffith Opportunity School. This arrangement certainly expands the alternatives available for Gates employees and provides the program with a valuable resource for meeting company and employee needs. The arrangement may well be a model worthy of adoption by other industries and public school adult education programs.

JOB CORPS CENTER
Clearfield, Utah

Overview

The Clearfield Job Corps Center is in Clearfield, Utah, which is just outside of Ogden. It is a residence education and training facility for young men. The students come to the center from large urban centers and receive basic education and vocational training. It is a large center with 1,000 to 1,200 students enrolled at any time.

History

The Clearfield Job Corps Center was started in 1966 as an Urban Job Corps Center. The Thiokol Corporation has operated the center since its start. Thiokol became involved in this work because of an intent to diversify the activity of the corporation. They had developed a strong in-house training program which encouraged the corporation to become involved in education and training as part of the diversification intent. Thiokol also operates a Women's Job Corps Center in Atlanta, Georgia.

Facilities

The Clearfield Job Corps Center is housed in a part of the Freeport Center, which is primarily an industrial/commercial warehouse, storage, and distribution complex. Freeport was a U. S. Navy supply depot and the entire complex has a military appearance.

The campus of the Job Corps Center is on an 80 acre part of Freeport. The buildings were administrative, service, and warehouse facilities of the Navy depot. The buildings are roomy and have been made functional for the purposes of Job Corps. Most of the buildings are of World War II vintage. An important exception is the Martin Luther King Fieldhouse which was built as a facility for Job Corps. The fieldhouse contains facilities for swimming, bowling, basketball, wrestling, boxing, handball, gymnastics, and arts and crafts activities.

Administrative offices and the academic education program are housed in a building that was an administration building of the supply depot. Vocational education is conducted in several buildings including a serviceman's club, a cafeteria, and warehouses. Residence halls are converted warehouses that have been remodeled by students and staff into attractive living quarters.

Staff

There are about 270 professional and clerical staff at Clearfield. About 110 of these are associated with the educational program and the

remaining 160 work with the group life program. Group life refers to those aspects of the center that are not specifically in academic or vocational education such as dormitories, off-campus activity, health services, etc. Our concern was primarily with the educational program and the report deals only with that area.

The educational program is administered by a person called the Educational Director. He directs the overall operation but has more direct responsibility for the academic and avocational areas than the vocational. There is a vocational director with direct responsibility for those programs and a coordinator of academic programs. Each vocational and academic area has a person who serves as a department head.

The academic staff members are all certified teachers. Some of the vocational teachers are certified while others are not.

There is remarkable stability on the staff especially among the vocational teachers, several of whom have been on the staff for nine years. Several academic teachers also have long tenure, but there is more turnover among the academic teachers. There is a tendency for young idealists to join the academic staff and they often become disillusioned rather quickly. The director and several staff members characterized the successful teacher as a person who was a "father image, 1st Sergeant type." Essentially they meant a person who could relate to young men, but who also could and would enforce the rules. It was interesting that a number of the teachers were retired from the military. It should be stressed that the teachers were sincerely dedicated to their task. They verbalized a social action philosophy but were realistic in expectation of what could be accomplished.

The teachers work a 12-month year with a two-week vacation period. The pay is competitive with teaching positions in the area. Some vocational teachers felt they could earn more in their trade, but they did also feel that the pay differential was compensated for in part by the personal satisfaction. The staff are employees of Thiokol Corporation and participate in the corporate fringe benefits. The staff do not seem to identify strongly with Thiokol, however. They seem to regard themselves more as civil service employees of Job Corps than as corporate employees.

Staff training occurs primarily as on-the-job training. When hired, the new teacher receives some orientation from the supervisor and will then work with another teacher for a week or two. The rather constant teaching schedule does not allow for much additional training or renewal type activity.

It should be stressed that the teachers must be quite flexible. The instruction must be highly individualized because students are continually entering and leaving the programs. The teacher thus is constantly confronted with new situations and must adapt to them as they occur. The teachers at Clearfield seem to respond to this circumstance very well.

Students

Twenty-five thousand students have attended Clearfield since the start. At any time the center has 1,000 to 1,200 students in attendance. Most of the students come from large urban areas on the West Coast although some are from other urban areas in the U. S. Sixty percent of the students are Black, 20% are Spanish speaking, and the remainder are Oriental, Amerindian, and White. A considerable number of the students are non-English speaking. The average reading level of the students is between grades five and six. Nearly all of the students are in the age range of 17½ to 21. A large proportion are high school dropouts.

Selection for Clearfield is done by the U. S. Employment Service in the urban area where the student lives. Most of the students are referred to Clearfield by U.S.E.S. if it is determined that the student has an interest in and/or aptitude for one of the vocations taught at Clearfield. Other criteria for Job Corps selection are: economic need, not in school, out of work, trainable, and not in legal trouble. Some are sent to Clearfield (the Job Corps) as an alternative to a jail sentence, however. The staff reported that these students are generally among the most difficult with whom they work. The staff also reported that the fit between the student and the training program is not always good. In such cases, Clearfield may refer the student to a center that does provide the appropriate training.

Attendance at Clearfield is voluntary, and the student can terminate at any time. The center can also terminate a student for cause but they have a contracted upper limit of 4% center-initiated terminations.

The students are paid $30 a month living allowance at the start. (The basic needs, food, clothing, and shelter are provided for at no cost to the student.) The pay can go as high as $50 a month with raises based on the performance of the student. In addition to the monthly pay, the student has $50 a month set aside as a readjustment allowance. They receive this money when they leave the center. The students must attend the center for six months or until they complete a program to receive the readjustment allowance.

Processes

Each Wednesday a contingent of 40-70 new students arrives at Clearfield. The first five days are spent in the orientation phase. At this time the students take physicals and placement tests. The placement tests are in reading and mathematics and were developed for the Job Corps. The students also receive orientation to the facilities and procedures of the center.

After orientation, the students then go into an eight-day Occupational Exploration Program (OEP). During this time they will start their academic education and participate in OEP. The students are in each for one-half

day. They will continue in the academic program beyond the eight days but are in OEP for just the eight days.

The purpose of OEP is to acquaint the students with the occupations taught at Clearfield, to teach some basic notions of safety and measurements, and to work on self-esteem.

The self-esteem objective is accomplished in one way through the unit on measurement. The teacher has developed a set of materials so that it is virtually certain that the student will learn from studying them. For many of the students this experience is their first academic success for a long time. The fact that they have a quick academic success seems to be an effective confidence builder. The instructor does many things to demonstrate respect for and confidence in each person. For example, the students are left alone to work in small groups with the understanding that they will accomplish the assigned task. This works, which may not seem astounding until one remembers that these students would probably not function this way in the typical school environment.

After the eight-day OEP, the students meet with their vocational counselor. The counselor and student work up an employability plan. An occupational goal is established for the student, and a plan is developed for attaining the goal. The student then enters the vocational program that was identified in the employability plan. The student has made a rather strong commitment to the selected vocational area by this time, although he can change the plan.

The student has been at the center for two weeks when he completes OEP. He is now into both the academic and vocational programs. Typically the students will be in each of the programs for half of each day. Special arrangements are made for students in some programs (notably bakery) because of their unique training schedule, but the time spent in each area is still split 50-50. Some of the students are high school graduates. These students generally will concentrate on vocational training and will not be in the academic program. Most of the students are not high school graduates, however, and in fact are functioning at a quite low level in terms of basic academic skills.

Academic Program

The academic program is highly individualized. The students are placed in mathematics, reading, English, and ESL classes according to their performance on tests taken during orientation. The student's progress in the academic areas is determined very much by the ability and effort of the student. Each proceeds at his own rate under the guidance and tutelage of the teacher.

Many start at or progress beyond the basic education level. For these students, the center has a GED preparation program and a regular high school program. About 300 students pass the GED each year. The GED is issued by a testing center at a nearby college.

The high school program is accredited by the regional accrediting agency. The high school program was instituted for two reasons. First, some students are not old enough to take the GED; and, second, a regular high school diploma is valued. Although the center program is accredited, arrangements have been made so that a nearby school district confers the diploma. The reason for this arrangement is a feeling that the students want a diploma from a regular high school more than one issued by a special center. At least three courses must be taken at the public high school to receive a diploma from the school. Students who participate in this option take the required public high school courses at night. It is interesting to note that some students have successfully completed both the GED and the high school diploma while at Clearfield.

During its first years the Clearfield Center developed many curricular materials in the academic and human relations areas. These materials are used in the academic program along with the usually evident commercial materials. The academic area is well-supported in terms of supplies, materials, and equipment.

Vocational Programs

Currently there are nine vocational programs at Clearfield: auto mechanics, auto body repair, baking, meatcutting, cooking, welding, machine tool, building and grounds maintenance, and para-professional training.

The vocational facilities are roomy, clean, and seem to be well-equipped. Some local business and industry support the program by donation of equipment and work materials. The training is as realistic as possible. In auto mechanics and auto body repair the students work on automobiles and small engines that are brought for repair. The baking, meatcutting, cooking, maintenance, and para-professional programs provide direct service to the center. For example, bakery products are produced for the center and much of the center maintenance work is done by the students in that program. It should be mentioned that some of the vocational programs are experiencing difficulty with the high cost of materials.

Instruction in the vocational programs is highly individualized. Employability is the goal and each student who completes a program is employable in that occupation in terms of having the entry skills. The tenure of the students at Clearfield is directly tied to the vocational program. When the student has completed a program he is ready to leave.

An important aspect of the vocational program is the Off-Center Work Experience. In the last six weeks, the student will be placed with businesses in the surrounding area for on-the-job training. The student is treated as a regular beginning employee in these situations but is not paid. Ideally all students will participate in this program but in fact many do not do so. Generally there are 50-60 students in the program at any time and last year 399 completed OCWE of the 433 who entered it. The OCWE program seems to be successful in that students and businesses

involved are pleased with the results. The fact that many students do not participate in OCWE is probably due to their wanting to leave the center and go home and the six additional weeks just seem too long.

The final step in training is called pre-employment training. Here the student spends several days doing things to help with the transition from Corps life to the world of work. The training deals with things like applying for a job, interviewing, holding a job, personal finances, responding to pressures in the home environment, and other relevant topics.

A monthly graduation ceremony is held for the completers. This is regarded as an important event by the students. Numerous awards, certificates, and diplomas are distributed in the ceremony.

Group Life

Group Life is not part of the educational and training program. Yet it is. Group Life really provides much of the educational experience in that this part of the program is responsible for most of the students' time. The student is in education and training for 40 hours a week. Group Life is responsible for the remaining 128 hours. Group Life provides many activities for the students and these activities are clearly educational or directly related to the formal educational program. The students in the para-professional vocational program get some of their training through helping with Group Life activities.

Maximum Benefits Committee

Each dormitory has a maximum benefits committee that meets weekly. The committee consists of counselors, teachers, dormitory residents, and administrators. The committee reviews progress of the students and hears requests of students for various things, e.g. changing an employability plan. The committee reviews each student at least once every 45 days.

Results

The Clearfield Job Corps Center is accomplishing much with its clientele of young men. Retention and placement figures reflect the accomplishments.

The center has a retention rate of about 85%. Most of those who terminate will do so in the first 30 days. This retention rate seems very good, especially considering that many of the students become homesick on this first trip away from home to a very different environment. In numbers, some 250 students terminate early each year.

For those who stay, the tenure will vary from four months to two years. Typically the student who completes will do so in 9-10 months.

Placement in jobs is done by the local U.S.E.S. office. Most of the students return to their home community. The student is told to report to a specific U.S.E.S. office, and the office is also notified of the student's return. The U.S.E.S. office then does the job placement.

Some students go into the military or go to college. These placements are done at the center. Some 50 students each year are placed in colleges, usually in the Utah area. Several students enlist in the military directly when finished at Clearfield but the number of enlistments was not available.

The reported placement figure for the region of which Clearfield is a part is a remarkable 99%. Placement refers to job, college, or military placement.

Clearly the Clearfield Job Corps Center is doing a remarkable job of education and training of its young, adult male clientele.

JOBS FOR PROGRESS
SER
Colorado Springs, Colorado

Overview

The SER program in Colorado Springs is oriented toward providing basic education and vocational training for disadvantaged adults. The educational programs during the past year were: Adult Basic Education (ABE), General Educational Development (GED), English as a Second Language (ESL), Civil Service Exam Preparation (CSEP), On-the-Job Training (OJT), and office occupations. The program also provides job placement services for the participants.

Colorado Springs is a city of about 125,000. There are several military installations nearby and also some sizable "clean" industries. Generally the education and income levels are relatively high, but, as in any city of this size, there is a sizable segment of the population that is economically disadvantaged.

History

SER is a national organization that started in 1965 in Texas through the combined efforts of the American GI Forum and the League of Latin American Citizens. The original purpose of SER was to recruit and place Disadvantaged Latin Americans in jobs.

It soon became apparent that recruitment and job placement were not enough in that many of the disadvantaged did not have the skills to qualify for the jobs. A reason for the skill deficiency is suggested by the fact that the high school drop-out rate for Latin Americans is about 50%. Consequently SER entered into education and training activities to help the disadvantaged attain a basic repertoire of job skills. The emphasis in the education and training has been on providing alternative forms of instruction.

SER programs are now found in 70 cities across the United States. Typically the SER programs' clients are economically disadvantaged persons of Latin American heritage.

The SER program in Colorado Springs was started in 1968. In 1974-75 the program provided education, training, and placement services for 174 students. The program is funded primarily by CETA funds with some support from the community and business and industry.

Facilities

SER is located in a small office building near the downtown part of Colorado Springs. The location is accessible by car and public transportation.

The building has a reception room, three classrooms, and five offices. The rooms are of good size, well ventilated, and carpeted. The teaching-learning environment is good.

Equipment and materials available in the program seem adequate. Most of the materials used are commercially available. Equipment resources are described more completely in the program descriptions.

Staff

In 1974-75 there were 14 staff members at SER. The administration of the program is done by a Director and an Operation Supervisor. There is a secretary and a bookkeeper in the administrative office. The Director is responsible for general management of the program and for outside operations such as obtaining funding and public relations. The Operation Supervisor is immediately responsible for the recruiting, education, and placement programs in the center.

Two persons work on recruitment under an outreach program. There are also two job developers who identify job openings and assist with the placement of students in jobs. Two counselors are employed. One works primarily with intake activities, e.g. testing and placement into educational and training programs. The other counselor provides personal and educational counseling service for students while they are in the program.

There are four teachers in the program. One is responsible for the basic academic instruction, a second works with the GED program, another works with the office occupations program, and the fourth instructor is involved with the Civil Service Exam Preparation.

Staff members are hired on the basis of commitment to the ideas of SER and some demonstrated competence in the job. The staff members may or may not have professional preparation for the position, e.g., teacher certification. Staff compensation is somewhat lower than might be available in comparable jobs. Also, the tentative nature of the funding for SER contributes to a lack of security in the job. This situation probably contributes to a fairly high staff turnover rate.

Students

The SER students are screened in terms of being economically disadvantaged. Also the students are screened somewhat in terms of likelihood of their being placed on a job. The CETA contract specifies a commitment to successful placement. To meet this contractual obligation the program tends to admit those who have a reasonably high probability of successful job placement.

As might be expected, the majority of students at SER are of Latin American ancestry but the program does not screen on this basis. In our

visits we observed several students who were obviously from ethnic groups other than Latin American. Many of the students are wives of military personnel which would be expected in Colorado Springs with its large number of military installations.

In 1974-75, the program had contact with 174 students. One hundred thirty-seven of the students successfully completed the program in which they were enrolled.

Program

As part of the site visits to SER, three primary areas of concentration were examined; ABE, GED, and clerical. The process which each student undergoes within each of the above areas will now be described.

Initially all applicants are screened by a team composed of the intake counselor, job developer, ABE instructor, GED instructor, and clerical instructor. The team designs a preliminary plan for each student. The plan will depend on a number of factors: previous educational experiences, vocational experiences, and other pertinent information regarding appropriate placement in SER. In addition, a student must meet need requirements as set by CETA.

ABE. Most students enter SER's ABE program first. This phase of training is open-entry, open-exit. Following qualification of a student into ABE, their educational level is determined based on their performance on the Wide Range Achievement Test (WRAT), and the California Test of Basic Skills (CTBS). The WRAT is administered to determine whether a student can benefit from ABE. Students scoring above certain levels on the WRAT are advised to either begin GED training, or take the GED test. Students scoring below 6th grade level on the WRAT are not admitted to the ABE program. These procedures are used due to CETA requirements. SER must therefore limit enrollment to those who exhibit a certain level of need but who also have a reasonable chance of succeeding. The CTBS is administered to ascertain functional grade levels in the following areas:

Vocabulary	Computation
Comprehension	Concepts
Mechanics	Applications
Expression	Reference Materials
Spelling	Graphic Materials

The CTBS scores are assessed and a prescription of materials is made appropriate to each student's level. The student will then receive six different programs per week based on a M-W-F three-hour schedule and T-Th three-hour schedule. Typically a student's program will be as follows:

	M-W-F	T-Th
Period 1 -	Reading (50 min.)	Listening Skills
Period 2 -	Math	Spelling
Period 3 -	English	Punctuation

All ABE instruction takes place in SER's learning laboratory. The learning labs consist of individual learning cubicles. Each cubicle is equipped with auto-tutorial machines, which may be programmed according to the individual needs of each student. Most programs are self-grading for immediate knowledge of results. Other programs are checked by the instructor every session. Strong emphasis is placed on the student always knowing his or her performance. Students are tested on the CTBS every 4-5 weeks to determine normative progress.

The following educational programs were being used during the first month of operation of the learning laboratory:

Craig Reading Program

Grades 5 through college level

Math Programs

Grades 5 through high school

Listening Skills - cassette tapes

Junior high level through high school

Spelling

Junior high level through senior high

English

Grades 5 through high school

In each program, a wide variety of materials is available.

During ABE training, students receive a stipend of $2.00 per day and $10.00 per week which is saved and given to the student with ABE completion.

Assessment of ABE. Although the learning laboratory at the time of observation was relatively new, there was some evidence that it was working very well. Observations made on several occasions revealed all students quietly and intently working at each cubicle. The instructor was readily available whenever a question arose. At other times the instructor worked at preparing programs for the next sessions.

With only one month of operation with the learning lab, the present group of ABE students had a 2.1 average school year advancement. Reading speeds and comprehension rates increased on an average of 100 words per minute. Math grade levels have gone in some cases beyond high school level. The average growth of the class in math was 2.1 school years in four weeks of time.

Students interviewed were very enthusiastic about the learning laboratory. One student mentioned that after dropping out of high school to support a wife and child, SER was the only way he could continue his education while working. According to this student regarding the learning laboratory, "It's being more on your own (as compared to high school), and since I've been here I get a lot more done." Several other students also mentioned that the programmed approach allows one to complete more work in a smaller amount of time. In addition, all students liked the approach because it was individually paced with no pressure exerted upon them. Generally, students receive up to 12 weeks of instruction before entering GED or clerical instructions.

Following ABE training a student must reapply for either GED or clerical training. In order to be accepted a student must meet the following CETA requirements:

1. Head of a household.
2. Unemployed or underemployed.
3. Be on welfare and/or ADC (prime target).
4. Type at least 15 words per minute if a clerical applicant.
5. Have at least 8th grade level skills.

These requirements are flexible, depending on need, circumstances, and ethnic balance of a given class. Applicants are then selected by a screening committee composed of various community groups such as Urban League, Youth Employment Service, as well as SER staff. In addition to screening, the applicant takes the WRAT to determine relative grade levels. Following screening, 10 GED and 15 clerical students are selected with 2 to 3 alternates. The finalists are then given a final screening. The final screening involves interviews with the AETP. Students selected tend to be those who are clearly motivated and job oriented.

GED. Ten students are selected for GED training every 12 weeks. Due to the limited number of students that may be trained at a given time, GED is open exit only. Each GED student is in classes from 8:30 a.m. to 3:30 p.m. for five days a week. Typically a GED student will have the following schedule:

M-T-W-Th-F

SRA Reading (1 hour)
Individual Reading of Selected Text (1 hour)
English Instruction (1 hour)
Math Instruction (1 hour)

The remaining two hours are spent on individual tutoring with the instructor, or working on their own. Homework assignments (which are actually done in class) are returned the next day, and corrected.

The primary instructional materials employed in GED are as follows:

1. Cambridge Series - 5 booklets covering literature, science, history, math, and English.

2. Steck-Vaughn materials - these are used as supplemental materials. They are in the same content areas as the Cambridge Series.

Students are continually evaluated during GED training. For example, a student receiving math instruction would be given the following sequence of lessons: basic arithmetic, fractions, decimals, percentages, algebra, geometry, and introduction to new math. Following each section a student is given a test. As there are fewer lessons than weeks in GED, the last few weeks are used to review each lesson with emphasis placed on lessons with which the student encountered the most difficulty.

GED Assessment. In the last three years GED certificates have been achieved by 80 out of 90 students. During the last contract year 30 out of 40 received their GED certificates. If attrition is taken into consideration, 20 out of 21 students received their GED certificates last year.

Students interviewed about the GED training remarked that some of the most important factors regarding the success of GED are the flexible, non-competitive nature of the training and the individualized approach that is used.

Office Occupations. Every 15 weeks a maximum of 15 students enter clerical training. As a means of maximizing success, students who enter the program must have typing skills of at least 15 words per minute. Due to restriction in size of classes, clerical training is open exit only.

Students receive clerical training in the following areas: bookkeeping, filing, different letter forms, accounting, purchasing, and business forms.

Although the primary focus of this program is to find each student a job, a major goal is to train students to a 50 word-per-minute proficiency.

The clerical instructor mentioned that if there was more time available for clerical training, a course in shorthand would be of great benefit for clerical students.

Students receiving either GED or clerical training receive a stipend of $63.40 per week.

Office Occupations Assessment. Job placement from the clerical training program has been quite high. During the 1974-75 contract year, 63 of 82 students were placed into full or part-time jobs.

Students interviewed indicated strong job motivations. When asked about reasons for the success of clerical training, all noted that the instructor was very good and an important factor for their continuing in the program.

Civil Service Exam Preparation. There was no class operating in this area at the time of our visit. Apparently these classes are conducted at various times during the year for relatively brief periods. The purpose of the class is to acquaint the student with the format and kinds of questions that are asked on various Civil Service examinations.

Summary

SER is a program which has been quite successful, particularly among Latin Americans. One of the unique aspects of the program is the learning laboratory, which was started recently. The brief experience has been encouraging, however. The GED and clerical training programs appear to be very successful.

The future of the SER program is uncertain. For reasons that were not apparent to us, the funding of the program for this year has been cut. Unless other funding sources are found, it would seem that the SER program will be phased out in the near future.

DENVER OPPORTUNITIES INDUSTRIALIZATION CENTER
Denver, Colorado

Overview

The Denver Opportunities Industrialization Center (OIC) is a non-profit corporation that provides education and training for disadvantaged persons. The clientele of the Denver OIC is predominantly from the Black community. The center provides basic academic education through the GED as well as specific vocational training for jobs that have been identified as being available. The center is also active in identifying jobs and in providing job placement and follow-up services for the client.

History

The Opportunities Industrialization Center concept started in Philadelphia in 1962 under Rev. Leon H. Sullivan. Rev. Sullivan felt that the Black community was trapped in the welfare cycle, and that a way to break out of the cycle was to involve employers in the education and training of the unskilled, unemployed, and underemployed. The involvement of employers would effect contact between business and industry and the Black community and would help to break the reliance on welfare. Other points of importance in the OIC idea were that the program should be for disadvantaged adults, there should be open entry into and exit from the education and training, and the program should be community centered.

The OIC idea was successful in Philadelphia. The idea has spread so that a recent brochure lists OIC programs in 125 U. S. cities and in five other countries.

The Denver OIC was started in 1967 by the East Denver Ministerial Alliance. It is a private, non-profit, franchised branch of the National OIC Institute. The National Institute has little direct control over the Denver OIC. It provides support through activities such as management and staff training.

For several years the Denver OIC was primarily community based. The financial support was primarily from the community and from business and industry and much effort was expended on fund-raising activities. The business and industry community also provided support in terms of teaching situations and in placement of OIC clients on jobs.

The Denver OIC has been going through some reorganization during the past 18 to 24 months. The current director was hired in October 1973. He has devoted his efforts to organizing and staffing the OIC to maximize efficiency and effectiveness.

Present Situation

Support. The Denver OIC still regards itself to be community based. Policy is determined by a Board of Directors made up of local people.

The program is directly responsible to this board. An Industrial Advisory Board, which consists of local business and industry representatives, provides advice on education and training practices. The two boards are responsible for fund-raising activities and with other kinds of support such as interpreting OIC to the community, and in helping to identify training situations.

Most of the financial support for OIC at present, however, is from CETA. The OIC contracts with the CETA prime sponsor, the mayor, to provide a designated education, training, and placement service with CETA money. Much of the CETA money is used to pay the $2.10 an hour stipend to participants.

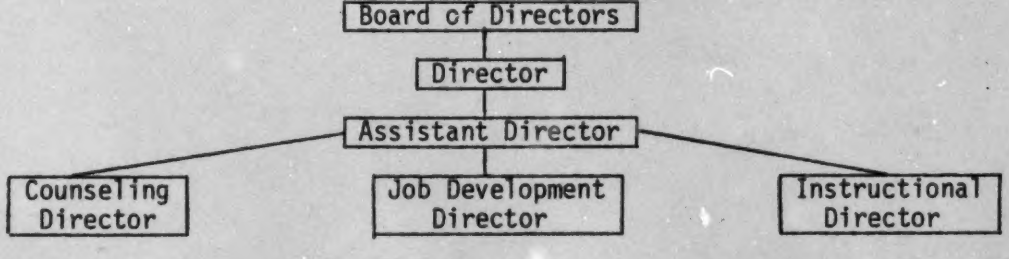
Physical facilities. Most of the OIC activities are done in two separate locations. The administrative offices, counselors, and job developers are housed in a suite in the Five Points Community Center. The building and office suite are very attractive and are situated in the heart of the community served by OIC. First contact of the client with OIC is in the Five Points offices. The first counseling and orientation activities are also conducted here.

The education and training activities are conducted at an elementary school building leased from the Denver School Board. The building is quite old and is in an older neighborhood of Denver. It is not in the target community so most clients cannot walk to the site. This may be considered a disadvantage. On the other hand, it has an advantage in that the client while in training has to learn to resolve one of the problems encountered with a job, that of transportation.

The building is roomy and rather pleasant as older buildings often are. One negative factor of the building was the acoustics in the rooms. The high ceilings, wood floors, and bare walls contribute to much noise and echo. Screens or wall hangings might be used to improve the acoustics and also brighten the place.

Some training occurs in the industrial setting of the job. For example, Denver Rapid Transit provides training in their facilities and auto mechanics training is done at industrial training sites.

Staff. There are approximately twenty-five persons on the OIC staff at the clerical and professional levels. The staffing pattern is reflected by the following table of organization.



The Director is retired from the service. He has a considerable amount of experience and training in the area of management and seems well-qualified for the job. In fact, all of the staff members seem to be well-qualified for their positions in terms of training and experience. There is an air of confidence and competence among the staff. All were able to articulate their functions and relationships with other positions.

Many on the staff are relatively new to their jobs since they have been hired since the reorganization in 1973. There has been little staff turnover during the past 9 months, however, which suggests a degree of stability.

The salaries and benefits at OIC are competitive with similar positions in other agencies. All work a 12-month year, including teachers, with vacation time. In-house staff training is done informally and the staff participates in formal training in programs of the National OIC Institute.

There are some communication problems between the instructional staff and the rest of the staff. The problems are likely caused somewhat by the physical separation. The problems do not seem serious, however, but should not be permitted to worsen. One might also consider that such situations have a benefit in that "lack of communication" can be a useful rationalization. The employability teams, described later in the report, function to keep communication flowing.

Students. There is considerable variation among the students. In terms of modal characteristics, the typical student is economically disadvantaged, 23 years old, Black, female, a grade ten drop-out, and a mother of three children. In group terms, about 60% of the students are women. The ethnic makeup is about 80% Black, 10% Spanish speaking, and 10% from other ethnic groups. These proportions are quite consistent with the population distribution in the target area.

The students display many of the characteristics that seem to be associated with disadvantage. These include a lack of self-confidence, some antagonism, possess limited job skills, hold expectations that exceed the skills, and a capability to attain the skills that would permit reaching the expectations.

Four criteria are used for accepting students into the program. The criteria are listed below.

1. Disadvantaged by Department of Labor criteria. Eighty percent of the students must be disadvantaged. This is stipulated in the CETA contract.

2. Resident of the City and County of Denver.

3. No evidence of current drug usage.

4. Not waiting disposition of a court case.

The first two criteria are used rather specifically, but criteria three and four are more guidelines than criteria. It would be too costly to check these criteria carefully. Criteria three and four are important, however, in that students admitted with either of the problems are difficult to place and thus have a negative effect on OIC's meeting the terms of the CETA contract. If a student fails to satisfy the criteria, OIC does try to help them by job placement or by referral.

One staff member felt that applicants to OIC could be classified into one of four categories as follows:

1. High school graduate - high motivation.
2. Not a graduate - high motivation.
3. Not a graduate - low motivation.
4. Loser.

The OIC tends to work more with applicants in the first two categories. This is partly by choice (such types are easier to work with and more rewarding) but also because success is optimized with such persons and the quota system used by CETA exerts pressure on OIC to have successes.

Many staff members indicated a feeling that the clientele had changed somewhat since the program started to operate with CETA funds. They felt that some clients were participating primarily to receive the stipend and were not motivated to entering the world of work on a sustained basis. Some staff felt, however, that the stipends were not affecting the kind of applicant. There was also mixed response among the students. Some indicated that the stipend was a primary consideration, and others said that their getting the stipend was not important to participation in the program.

There are usually about 100 students in the program at any one time. The program serves about 350 students each year. At any time there are about 150 names on a waiting list to get into the program. A student is usually in the program about 6 months although there is considerable variation in this figure.

The program goal is to place about 25 students in a job each month. Even with high unemployment this year, the program is placing somewhat more than 20 students each month which is 90% of the goal.

Process

In this section, we have attempted to describe the processes used at OIC. The processes are described in each of the four functions; administration, counseling, job development, and instruction.

Administration. The Director is responsible for overall direction of the program. He devotes time to public relations efforts and to

identifying sources of money for the program. The Assistant Director manages the internal operations of the program. The program seems to operate very efficiently. Accountability is emphasized, and the administrators have developed effective procedures for staff to report their activities and outcomes. The Administration runs a rather "tight ship," yet the atmosphere is relaxed while busy. The administrators seem to have an open door policy in terms of their availability to staff and clients.

Counseling. The counseling and orientation functions are very important to the success of OIC. The operation can be well-described by taking a client through the process.

A new client will usually come to OIC for the first time on a Tuesday as one of a group of 6-10 new clients. The client will first have a take-in interview that is designed to both collect and give information. The client is advised of the criteria for admission and of the program in general. Biographical information is obtained from the client in the interview.

Following the interview the client takes the Basic Occupational Literacy Test (BOLT). This usually takes about 2½ hours. The test is not used for screening. Rather it is scored and the results are used for early counseling activities.

The next day the client will meet in a group with the other new starters for a discussion of OIC. The Vocational Exploration Group (VEG) materials are administered and discussed. The VEG materials provide information regarding job interests and goals.

In the afternoon the client will meet with a counselor to discuss the results of the BOLT and other information. The counselor relates the BOLT results to the Dictionary of Occupational Titles (DOT). The client is encouraged to interpret the information personally. The counsellors stress the positive aspects of the information in this session to counteract early discouragement.

The primary task of the third day is to complete an "Employability Plan." The counselor and client work together to establish education, training, and job goals and the plan for attaining the goals. When the plan is completed the counselor and client both sign it. An interesting feature of the plan is a section called "Realistic Losses." In completing this section, the client is obliged to consider the losses or trade-offs that will come from participating in the OIC program. Examples of losses are loss of leisure time, time with family, transportation costs, etc.

The following Monday the client is assigned a permanent counselor. The assignment is usually on a random basis. The permanent counselor will monitor the progress of the client in training and will meet with her/him individually for a half-hour to hour period each week. The client will start the training at this time. Typically they will take a "Jobology" class during the first week and begin to get a real sense of the education and training program.

Instruction. The student in the education and training program will usually participate in three kinds of educational activities. They will be in a Jobology class. This class is designed to teach about the world of work and help the student develop skills that are important in applying for and entering a job situation.

The student will also be in Basic Education. Here the student learns the math, English, reading, and other academic skills that are important to the particular job for which the student is striving. The Basic Education area of OIC is an important and quite unique aspect of the program. The uniqueness is that the materials used have been developed by the staff on the basis of job analyses. For example, a job analysis has been made of a cashier's position. The analysis was done to reveal the math, reading, and English skills that were necessary to the job. The Basic Education materials were then developed to teach those skills. Over the years, the instructional staff has developed a number of these Basic Education packets that are used in an individualized manner for teaching.

The focus of Basic Education is the job rather than a diploma or the GED. Some students do progress to take the GED, however, and the success rate is high for those who take it.

The third kind of activity is the job training. Training is provided at the center in three areas; PBX, keypunch, and cashier. Drafting was taught at the center, but has been discontinued because of limited job opportunities. The center has rather good equipment for doing the training in the three areas. The job training program is also quite specific. For example, the cashier training will be done to teach the specific procedures of the company that will likely employ the student.

As indicated earlier in the report, some training is done in the business or industry. For example, the OIC has worked closely with Denver Rapid Transit in education and training of bus drivers. The driver training aspect is done at Denver Rapid Transit.

Job development. The job developers work out of the administrative offices. As the name suggests, the purpose of this function is to work on identification of jobs and placement of students. The job developers spend 50-75% of their time in the field. Presently the OIC has about 70 contacts with which they work to provide job opportunities for the students. The effectiveness of the job developers is attested to by the fact that they reported more job openings than could be filled by OIC. This is quite a record considering the present employment situation.

The job developers strive to align people with jobs to optimize the competitiveness of the person and the job market and the satisfaction of the student. They feel that the "Jobology" class is very important to effecting early successful adjustment on the job. They provide considerable support for the student when the student goes out for interviews and during the first few weeks on the job.

Another important aspect of the work of the job developer is to work with the business in helping them integrate the new employee into the job. For example, they will work with supervisors on helping them to reduce discriminatory practices in the work situation.

Employability team. Each student at OIC has an employability team made up of a counselor, teacher, and job developer. The team meets regularly to discuss each student's progress in OIC. The teams also discuss program operations. Written reports of each meeting are kept on file.

Summary

The Denver OIC is clearly having a beneficial effect in its work with disadvantaged persons. A sizable number of individuals are receiving education and training that is of immediate benefit to them in terms of job placement. The OIC tends to work with those who have a good prognosis for success rather than the hard-core unemployed. This is probably an optimal use of the funds available although there is concern that the "hard-core" are not being reached. It should be mentioned, however, that OIC does try to serve in some way all who come. If they are not admitted to the OIC program, they may be helped with job placement or referral to another program. In terms of future plans, the OIC staff indicated some interest in expanding to permit them to reduce the size of the waiting list. There are also plans to improve the instructional facility, and they are continually concerned with expansion of the job training programs to provide more alternatives for the students.

CONCENTRATED EMPLOYMENT PROGRAM
Butte, Montana

Overview

The CEP Program in Butte is unique because of its very close relationship with the employment service. In a manner of speaking, the CEP Program is the education arm of the Butte CETA program even though it is administered by the Butte Vocational-Technical Center under a contract with CETA. There is business and industry involvement with the program in the form of their being on the advisory committee, provision of training situations, and provision of staff for training programs.

Butte is a strong union town and its economy is dominated by the mining industry. Presently there is a high unemployment rate in the area because the mines are reducing production or closing. The community is rather close-knit; many of the people we met were natives of Butte. They seemed to have a special pride and attachment to the community. The schools have a history of a relatively high drop-out rate, but the reason for this was not evident. The population of Butte is quite cosmopolitan in terms of ancestry from a number of European countries. The population of persons from the ethnic groups commonly regarded as minority is small.

History

The forerunner of the current program was a program started in 1967 with funding from the Welfare Office. Since that time the program has been supported by MDTA, CEP, and now CETA funds. In the present arrangement, the school district contracts with the Department of Labor to provide education and training by the Vocational-Technical Center for those referred by CETA. Business, industry, and labor have considerable input into the program.

An interesting 309b project was done in Butte from 1970 to 1973. This project demonstrated a procedure for taking ABE to the home or neighborhood. The 309b project was quite successful, and it is likely that the present program is benefitting from the favorable impact of the demonstration project.

Facilities

The CEP Program has a good space allocation in a building that was formerly a secondary school. The building is near the downtown area of the city and there is easy and quick access to it from anywhere in the city. CETA is also housed in the building which facilitates communication between the two programs. The building is roomy and is well-maintained.

In terms of supplies, equipment, and materials, the staff all indicated satisfaction with what they had. The program has a good assortment of audio-visual materials and equipment for the office training program. The teachers had a good assortment of teaching materials, most of which were commercially rather than locally produced.

Staff

There are five teachers and a director on the staff of the Butte CEP Program. One secretary serves as support staff for the program. The teachers and director are all certified teachers and are employees of the Butte school district. The program is under the Director of the Butte Vocational-Technical Center. The contract that the CEP staff members have is unique in that they are paid by the day rather than a yearly salary. The pay schedule is competitive with comparable salaried positions, and the CEP staff receives most of the fringe benefits of the district. The staff is employed for 12 months, and, since the pay is on a daily basis, they do not have paid vacations as such.

The director and four of the five teachers have been with the program for several years. One teacher was newly hired this year. One of the teachers was a director of the demonstration project mentioned earlier in this report. The teachers are all men, they are natives of Butte or the surrounding area, and most are graduates of the same college. A female teacher has been hired for the coming year.

Students move in and out of the program continuously so that one essential characteristic of the staff members is flexibility or adaptability. The teaching situation changes daily which requires that the teacher is able to adapt on a daily basis. The staff members indicated that in hiring a new teacher they would look for the following: (a) being a certified teacher, (2) adaptable, (3) genuine interest in people, and (4) able to establish an individualized teacher-learner relationship on more of a colleague than authoritarian basis.

The State Office of Adult Education provides in-service training programs for ABE staff twice a year. The CEP staff participates in this in-service. There is little formal training within the program. With six staff members, however, there is a considerable amount of interaction and support among the staff which is a form of informal in-service training.

Students

Last year there were 834 students enrolled in the program at some time. At any one time there are about 60-75 students in the program.

The majority of the students are referred to the program by the CETA Office. The program does admit a few walk-ins and a few who have

been referred by vocational rehabilitation. More than 90% of the students are CETA referrals, however. The basic criterion that CETA uses to determine whether a person qualifies for the program is being economically disadvantaged.

The students are typically from minority groups and are high school drop-outs. The age distribution is bi-modal with most of the students being younger than 22 or older than 45. It was reported that more younger students are in the program now than in the past. The reason for this is not clear but it was speculated that two factors are contributing to this situation. First, the younger worker is likely to be laid off first so that in the present situation the unemployed tend to be the younger workers. Second, there is some migration to Montana of young people because it is regarded as a nice place to live (no smog, big city proglems, good outdoor recreation, etc.). They arrive without a job or any prospect of one and it does not take long for them to establish residency and the fact that they are economically disadvantaged.

The teachers report that the younger students are generally not as motivated as the older students. The younger students tend to be in a hurry to get a job and are not especially interested in obtaining education and training.

A stipend of $2.10 an hour for a 30 hour week is paid to each student in the program. Stipends have been paid in the program since its inception in 1967. Stipends are paid only to the CETA referrals.

Program

There are several components to the education and training program. They are discussed under the general headings of Basic Education, Office Training, Living Skills, and Special Training Classes.

Basic Education. Instruction is provided in the five general areas of the GED; English, mathematics, reading, social science, and science. The basic education program tends to be GED oriented because most of the students are high school drop-outs. The students start in Basic Education, however, at the appropriate level as determined by placement tests. Students generally spend about half their time in Basic Education although some (especially high school graduates) will not take Basic Education.

Office Training. Experience has demonstrated that there is a steady demand for office workers in the Butte area and that many persons have some background in office skills. Consequently the program has established an on-going program for office work that is designed primarily to update or refresh existing skills and to expand the students' repertoire of skills in this area. The student will work on typing, business machines, bookkeeping, shorthand, and general office practices in this class.

The teachers in this area have designed the class primarily for the person who needs updating or refreshing of skills. Students with no

skills in the office area are admitted, however, and the teachers report good success with such students as well, especially in typing, business machines, and some areas of office practice.

Living Skills. The program has developed a good course on what we have called living skills. Topics included in this course are things such as change making, consumer education, obtaining a job, interpersonal relations, etc. A variety of techniques are used such as audio-visual packages, field trips, outside speakers, and group processes. The course has evolved into an important aspect of the education and training program.

Special Training Classes. The Butte area constitutes a relatively small job market so that it is not efficient to provide continuous training programs. Consequently the training programs, except for office training, are provided once or twice a year. Special training programs have been offered in the following areas; waitress, service station attendant, nurses' aide, psychiatric aide, counselor aide, and pretraining for an LPN program. Classes in these areas are established when it is determined that there is job demand.

The director of the CEP Program is responsible for initiating and organizing the programs. He identifies the need for the programs and arranges for the facilities and teaching staff. CETA will identify and refer the students.

Business, industry, and other employing agencies are quite involved with the special training classes. Often the classes will be held in the industrial setting. If the classes are held at the CEP facility, the equipment and materials used are often provided by business and industry. Also the teaching staff for the special training classes typically are from the business/industry setting.

Procedures

In this section we have attempted to portray the operation of the CEP Program by following a student through the program.

The first contact of the potential student is with the Employment Service, specifically the CETA office. The top priority of the whole program is to place the individual on a job and if possible this is done immediately. More often, however, the individual needs counseling, education, and training before job placement can be accomplished.

The CETA office has a two-week orientation and assessment program in which most of the individuals participate. This program is operated by counselors and job development specialists in CETA. Through group processes and individual counseling the CETA program strives to provide a practical orientation to the world of work and to help the individual set goals in the form of an employability plan.

At the end of the two-week period one of several things might occur depending on the job situation and the individual's goals. The individual might be placed on a job, enter an on-the-job training program, go to a Job Corps Center for training, enter a hold status in a temporary job until a training program is opened, enter the CEP Program for education and training, or terminate contact.

About 40% of the individuals who are involved with CETA are referred to the CEP Program for education and training. The CETA counselors and job development specialists maintain contact with those who enter the CEP Program. They along with a teacher and a student make up a team that regularly reviews progress of the students in CEP and provides support for the student.

Typically the student referred to CEP will start on a Monday morning. The student is tested to determine placement in the Basic Education courses. The CEP staff have determined the tests that have been successful for predicting appropriate placement.

The students then start right away into the education and training program. They follow a specified class schedule that typically involves them in Basic Education for a half day and job training for a half day. The schedule is structured, but within the classes there is almost complete individualization.

The tenure of students in the program varies from a few days to six months. The modal tenure period is three months. Placement on the job is the primary goal of the program and also of most students. Consequently when a job opportunity arises the student is informed and they will usually take advantage of the opportunity. If they do take a job their association with the program is usually ended. They have the opportunity to continue with education and training at the Vocational-Technical Center. There is not much evidence that many do this, however.

Despite the relatively short tenure in the program, a surprisingly large number do obtain the GED. Nearly 100 students have obtained the GED in the past two years. About 80% of the students pass the GED on the first administration of the test.

The program keeps good records on the student while in the program. The records reflect the high turnover rate. In a typical month, about 40% of the students enrolled in the program at any time during the month are still in the program at the start of the next month. This seems to be an extraordinary turnover rate and certainly emphasizes the need for the teacher to be adaptable and flexible. It should be mentioned that the turnover is caused primarily by job placement and not by dropping out of the program.

The atmosphere in the CEP Program is very much typical of a school atmosphere. Some adult educators suggest that adults will not respond well to such an atmosphere. The students at CEP seemed to be very comfortable in the setting. There was an air of busyness among the students.

They came into the classes and commenced work on their own with minimal direction. Perhaps the school atmosphere is useful in that it is a familiar setting and the student does not have to adjust to strange procedures.

Summary

The Butte CEP Program has established a history of successful education and training of economically disadvantaged persons. The program demonstrates how the school, government agencies, and business and industry can work together to provide assistance for the unemployed and underemployed.

The program operates on the philosophy that education and training are means, not ends. The primary goal of job placement is accepted and the program is operated on the premise that job placement has priority over attaining educational goals, e.g. attaining the GED.

The CETA personnel regard the CEP Program as one that meets their needs very well. Strengths of the CEP Program that were specifically mentioned were: (1) highly personalized instruction, (2) open-endedness of the program, (3) efficient in terms of progressing well with each student in a short period of time, and (4) effective in the sense that most of the students are ready for entry level jobs after being in the training programs.

The CEP Program is committed contractually to providing education and training programs for 100 students each year. As indicated earlier in this description, the program had contact with 834 students last year. The fact that tenure of some students is very short, however, suggests that the program did not really provide education and training for 834 students. If one assumes that 300 of the students had a significant amount of education and training, the per student costs are about $500. Such a figure suggests that the cost/benefit ratio for the program is very favorable.

The program staff have some ideas for the future to better provide for student needs. Some staff feel that a recreational-avocational program would be useful. They feel that successful job placement is not just a function of having job skills. The job is part of the total life-space of the individual and having leisure time skills may be very important in effecting successful adjustment in a work situation. Some staff also indicated that the office training program might well be expanded to include training in computer-related jobs.

The Butte program is not a massive program. It does seem to be one, however, that is quite appropriate for a medium-sized city.

INTERPRETIVE SUMMARY

Clearly there is no one way to be successful in working with adults in an educational process. There is much variation among these nine programs, yet each is successful. Variation is seen on dimensions such as structure or organization, being job oriented or not, full-time or part-time, paid staff or volunteers, use of educational materials, and other dimensions. Frequently one reads certain caveats regarding adult teaching and learning. The descriptions of the programs are encouraging in the sense that they support a conclusion that there are many effective ways to teach and learn, no one of which can be demonstrated to be the best way.

There are commonalities as well as differences among the nine programs. The commonalities and differences are discussed in the remainder of this section.

There are three general themes among the programs in terms of purpose. The general purpose common to a number of the programs is job preparation. Adult Basic Education is included in these programs to provide the literacy skills necessary for entry level jobs. All but one of these programs are closely tied to Federal employment programs, specifically Job Corps and CETA.

A second theme common to several programs is preparation for the GED. The high school diploma or equivalency is valued highly by many adults who have not achieved it. Certainly high school completion has implications for enhanced occupational opportunity, but it seems that attainment of the diploma or equivalency is valued independent of its utility. High school graduation has attained the status of an initiation rite into adulthood in our culture, and perhaps many adults feel incomplete without it.

A third general theme is to use Adult Basic Education to provide the student with skills that enable them to participate effectively in the society and culture. Two of the programs are especially oriented in this way.

The themes do not represent discrete categories so that each program can be clearly classified into one or the other. Clearly each program provides education and training experiences that are relevant to each theme. The programs do differ in terms of relative emphasis on the themes, however.

Individualization of instruction is one feature common to all of the programs. When adults enter the programs, some kind of assessment is made of the level at which the person is functioning. Some programs use tests such as WRAT or BOLT for this assessment, others do it more informally through teacher-student interaction. The student is then given materials to study individually and progress in the material is monitored regularly.

Seldom is the instruction in a group format. Students seem to respond well to this pattern of instruction. The students in these programs seemed to be very much oriented toward learning relevant skills rather than toward satisfying psychological needs by participating in group processes.

Two of the programs provide counseling services for the students. Both are programs designed for a disadvantaged, unemployed clientele. The counseling is very pragmatic and emphasizes overcoming barriers to job placement. The extent to which counseling services should be included as part of adult education programs is presently a point of discussion. Such a service was not expected or requested by the students in most of the observed programs. This does not provide an argument against counseling. It does suggest, however, that participants in the programs expect education and training, not therapy.

Other aspects of this expectation were observed. There seems to be a concept of "school" and "education" that adults have learned. It is argued at times that undereducated adults have a negative feel toward the typical school environment because they associate it with failure. Yet the adults in the nine observed programs were functioning very well in an environment that was very much like the typical school in many ways. Furthermore, the adult students were positive toward the situation. They expected didactic instruction, tests, textbooks; those things that signified being taught.

An important factor seemed to be that they were successful, that is, they were learning and they knew it. Two programs have planned into the curriculum a learning experience in the first few days that is a success for all. The content is useful, but of most importance is that the experience teaches the students that they can learn. This kind of thing seems to be a good idea.

All of the programs are using the variety of published ABE, GED, and ESL materials. The reaction to the materials is mixed. Each set of materials is liked by some but not liked by others. Generally it appears that the available materials are reasonably adequate. The most common criticism of available materials is that they do not relate to specific situations such as to jobs.

Many of the programs have developed their own materials. Generally this is done in order to better relate the academic skills to a specific concern such as a job. This seems to be useful, especially in view of the individualized nature of the instruction. On the other hand, the students generally seemed to be neutral toward whatever materials were being used.

There were commonalities and differences among the staff of the programs. Teachers and administrators had to be flexible and adaptable in order to work effectively with the variety of students and circumstances. They also shared a belief in the social utility of their work. Patience was a common virtue. Perhaps the one common characteristic of teachers

who failed was impatience with what they were accomplishing. Several program directors commented that often individuals who were motivated by a strong sense of social mission quit when they found they could not effect an immediate impact.

Generally those programs that operated on a daily, full-time attendance basis employed professionally trained teachers. Such programs paid salaries that were competitive. Part-time programs were less likely to hire certified teachers. The two volunteer programs had persons from a variety of backgrounds as teachers. All of the programs had administrative staff who were trained in education or closely related fields.

It does not appear critical that a teacher of adults be trained as a teacher. It is important, however, that teachers can deal with decisions about scope and sequence of materials, diagnosis of learning problems, and appropriateness of materials. A professionally trained person on the staff is important for making or assisting with such decisions and training teachers to make them.

The programs with paid staff all had provision for in-service training of staff. Training usually focussed on the topics mentioned in the preceding paragraph and on dealing with specific cultural characteristics. Often the program staff were of a cultural background similar to that of the students. This was not generally true, however, but dissimilarity of cultural background did not seem to be a problem where it was observed. Staff and students had to relate well to each other, but perhaps among committed adults any cultural block can be quickly overcome. It is perhaps relevant to note that the relationship between teachers and students generally was business-like and task oriented. Close personal relationships were not common. The students attended to learn, the teachers were there to teach, social needs were satisfied elsewhere.

In-service training was a problem for the volunteer programs. It was difficult to get participation from volunteers who have already committed a substantial amount of time to teaching.

One kind of background occurred often enough among the program staff to merit comment. Several programs had staff who were retired military personnel. The training, discipline, and experience of these people seemed to be very appropriate for the task. Perhaps this is a talent pool that is not being tapped as well as it might be.

Recruitment of students was not as critical a problem among the programs as we expected. Most of the programs seemed to have as many students as they could handle with the available staff and facilities. Two of the programs had waiting lists. All of the programs advertised in the usual media, but personal recommendation from ex-students seemed to be most effective for recruiting. The fact that the programs have demonstrated success is the reason why the recruiting problem is not critical. It should be mentioned that the programs that receive CETA money are under much pressure to meet established goals in the form of quotas. This tends

to make these programs somewhat selective in recruiting in order to optimize the likelihood that the quotas will be reached.

Generally the students were from disadvantaged groups and also from ethnic minorities. Black, Spanish surnamed, and Indian were relatively more common than Anglos. The sex distribution was about equal across the programs except that the Job Corps program is for males only. The age range covered adulthood with the modal range being in the 30's. The one thing about the students that most impressed us as we observed the programs was the purposiveness of the students. They attended the programs to learn and they set about to do just that. Whether or not they achieved a certificate, diploma, or GED, the programs are effective in helping the students achieve the status of being independent learners.

A recent publication[1] portrayed ABE as a "last gamble" for the participants in education. The theme is interesting, but it does not reflect our feeling after studying these nine programs. The students did not convey an impression of hopelessness. They were confident and the staff members were confident. Rather than a "last gamble" we would portray these nine programs as "sure bets" to provide opportunities for the participants. None of the programs is a perfect model, but each is affecting adults positively and each is worthy of examination for ideas about materials and procedures. We are confident that these nine are representative of a much larger population of similarly effective programs.

[1] J. Mezirow, G. Darkenwald, and A. Knox. Last Gamble on Education. Washington, D. C.: Adult Education Association of the U.S.A., 1975.

APPENDIX A

PROGRAM OBSERVATION AND INTERVIEW FORMS

OBSERVATIONAL SCALE

I. Facilities

A. Main building (comment on following):

Size_____

_____

Physical condition (e.g., paint, plumbing, fixtures, lighting)

_____

_____

_____

Location (is building easy to get to, parking adequate, etc.)?

_____

_____

Acoustics, other observations_____

_____

_____

B. Classrooms

Size (overcrowded, undercrowded)_____

_____

Adequacy of furniture (chairs, tables, desks, chalk boards)

_____

_____

Lighting, acoustics, ventilation, etc._____

_____

_____

Other comments_____

_____

_____

Educational material (amount, books, etc.)_____

_____

_____

C. Instructional facilities

General description of instructional facilities and equipment (physical condition of existing equipment)

_____

_____

_____

_____

Needed additional equipment_____

_____

_____

Additional comments_____

_____

_____

_____

II. Personnel

A. Class sizes (overloaded, undersized)_____

_____

B. Learning environment. Is general learning environment conducive to learning? Explain.

_____

_____

_____

_____

_____

Observational Scale

C. Interpersonal relations

General description of teacher-student relationships_____

_____

_____

_____

General description of teacher-teacher relationships_____

_____

_____

_____

General description of student-student relationships_____

_____

_____

_____

General comments or summary of learning climate, e.g., overheard attitudes, criticisms, strengths, etc.

_____

_____

_____

_____

STUDENT INTERVIEW FORM

1. Name _____

2. How long have you been involved in this program?

3. How did you first get involved?

4. Would you, or have you recommended this program to others?

5. What has this program done for you?

6. What do you intend to do when you complete? (Educationally and vocationally)

7. What are the strengths and weaknesses of the program?

ADMINISTRATION AND MANAGEMENT FORM

1. How long has your program been in existence and discuss some of its developmental history?

1. b. Funding - source of funding, approximate annual budget, approximate funding in following categories:

Administration _____
Teaching staff _____
Educational Materials and Equipment _____

2. How many personnel are involved in each of the following areas?:

Student Participants _____ Aides/Volunteers _____
Administration/Management _____ Counselors/Siaison_____
Teachers/Instructors _____

3. What yearly percentage growth do you foresee in your program, based on what indicators?

4. In contrast to the above question, what yearly percentage growth do you foresee in order to keep pace with community needs (business, industry needs)? And to what extent do you feel you are meeting these needs?

5. Briefly describe the process under which students are selected for your program.

6. How many study participants are selected/rejected, how often, and why?

Administration and Management Form

7. List programs available to students and courses you plan to offer in the future.

8. How are teachers/instructors selected (information on teachers' areas of concentration, years of prior experience, etc.)?

9. Approximately how many teachers are currently employed by your program and how many are hired and dismissed each year?

10. Does your organization provide in-service training for teachers? Are any training opportunities provided?

11. Do you foresee growth in the number of teachers in the future?

12. Briefly outline placement procedures for students who have completed training in your program. (Ask where appropriate.)

Administration and Management Form

13. Do you have any recent data regarding your program's success (that is, has your organization or external agency conducted an evaluation of the progress of your program)?

14. Do you gather follow-up information on your former students? How, and general description of typical results?

15. List some of the consumers (businesses or industries) of your program. (Where appropriate.) Also, if possible, get names and addresses where individuals may be contacted for follow-up interviewing.

16. List some names and addresses of former students and if possible, those who did not complete the program for possible follow-up interviewing.

Administration and Management Form

17. Summarize some of the strengths and weaknesses of the program.

18. Which of the following services are provided by your program for students?

Day Care Facilities _____
Transportation _____
Interview/Job Placement Counseling _____
Health Program _____
Lunch Program _____
Social Activities _____

19. On a five point scale, give an overall rating of the following:

	High				Low
Facilities	1	2	3	4	5
Student Training	1	2	3	4	5
Placement (where applicable)	1	2	3	4	5
Administration	1	2	3	4	5

INSTRUCTOR AND TEACHER FORM
AIDES AND VOLUNTEER FORM

1. What area(s) do you teach?

2. List your previous professional (teaching) experiences.

3. How long have you been teaching in the current program? _____

4. How were you selected for the program?

5. How many students do you teach per session?_____

6. Briefly outline how the program works.

7. Summarize the strengths and areas needing improvement of the program (e.g., placement, selection, etc.).

8. What specific skills are required to successfully teach the students in this program?

Instructor and Teacher Form

9. What future directions should the program take?

10. List some former students who you have taught in the program (for later contact).

11. List some personnel in industry for possible interviews regarding the program.

12. Give your overall rating of the program (on a scale of 1-5).

BUSINESS AND INDUSTRY FORM

1. Outline the history of your company's involvement with the program.

2. Estimate the total number of students from the program who have been employed by your company. _____

3. What is the current number of former students employed by your company?

_____

4. Briefly outline how the program works.

5. How do you select students from the training program?

6. How do the graduates from the program compare with other workers (at the same level of employment) in terms of: work quality, attrition, absentees, tardiness, etc.?

Business and Industry Form

7. Summarize the strengths and areas needing improvement of the program.

8. What future directions should the training program take?

9. What observable benefits have resulted from the students' participation in the training program for your company?

10. Give your overall rating of the training program (on a scale of 1-5).